



REPORT  
OF  
THE COMMISSIONER  
FOR  
SCHEDULED CASTES  
AND  
SCHEDULED TRIBES

1974-75

(Twenty-third Report)





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**OFFICE OF THE COMMISSIONER  
FOR  
SCHEDULED CASTES AND SCHEDULED TRIBES**

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As required under Article 338 of the Constitution, I have the honour to present the Report for the year 1974-75.

This is my last Report, as my tenure as Commissioner for Scheduled Castes and Scheduled Tribes is over and I am handing over charge of the post with the submission of this Report. I, therefore, deem it my bounden duty to express my grateful thanks to the President and the Prime Minister for giving me this finest opportunity to serve the noble cause of the poorest and the most neglected sections of our society—the Scheduled Castes and the Scheduled Tribes. This mission to serve the suffering humanity, I have always considered to be the nearest and dearest to my heart. The opportunity afforded to me by my present assignment to do my little bit for these brethren, has been of immense utility to me as I was able to have a rich experience of their problems and the appalling and miserable living conditions of such a large section of our society.

I have never felt that I have held any position of authority while in this post. I have worked only as a “Manava-Mitra” and had, throughout, that sense of duty towards my brethren who are still lagging behind in the race of development in our country.

I for myself feel so small if I have to consider myself to belong to a particular caste, religion or a sect, when really I belong to the great ocean of Humanity. Am I not, —and also every human being, a symbol, a part and parcel of the “Divine Power” that runs the entire universe, —which does not discriminate between man and man in the enjoyment of the gifts of nature ? In the light of this Divine message, my only wish is that I get opportunities in future also to continue the noble task of serving my brethren in need and helping them to enjoy fully the fruits of independence.

NEW DELHI,  
*19th September, 1976*

SHANKARRAO MANE  
*Commissioner*

The President,

(through the Minister for Home Affairs).

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## CHAPTER I

### GENERAL OBSERVATIONS

#### New Deal to the Weaker Sections

Announcement of the 20-Point Economic Programme of our worthy Prime Minister, Shrimati Indira Gandhi, which mainly aims at the social and economic upliftment of the weaker sections and the down-trodden communities in the society, has aroused great hopes in their minds and they have started feeling that a new era has dawned upon them. It is perhaps for the first time after Independence that such a country-wide programme has been launched at the National level. The special significance of the 20-point Programme is the specific measures and concrete steps taken for the emancipation and all-round development of the weaker sections, particularly the Scheduled Castes and the Scheduled Tribes, by putting a stop to their various forms of exploitations and opening for them new avenues of economic developments. In fact, it is a time bound action programme and a new deal to the poor.

#### Constitutional Safeguards and Social Obligations

1.2 In order to fulfil these hopes and the natural aspirations of the weaker sections and the down-trodden communities like the Scheduled Castes and the Scheduled Tribes and create for them a life of social status and economic stability, it is most essential that all concerned in the Government and outside—particularly the social workers—work with a sense of commitment, dedication and social obligation. Unfortunately our brethren, the Scheduled Castes and Scheduled Tribes, who comprise about one fifth of our total population have remained neglected and have been socially suppressed and economically exploited for centuries on account of the social disabilities created by the Caste ridden structure of the Hindu society and the socio-religious taboos like untouchability and other superstitions. In the case of the Scheduled Tribes, apart from their being segregated from our national and social life, it is due to their simplicity and innocence that they have become victims of various forms of exploitation by the non-tribal unscrupulous elements, degrading them to utter poverty and miserable living conditions.

1.3 In view of the seriousness and the magnitude of the problem—more so because it also involves human dignity—the Founders of our Constitution had given due consideration to the problems of these communities and have rightly provided special safeguards and concessions in the Constitution for their social and economic development. The relevant Articles in the Constitution are very significant and are required to be understood in their true spirit for their proper and meaningful implementation. The Constitution, while assuring

to all our citizens 'JUSTICE' Social, Economic and Political and Equality of status, has enshrined as one of its Directive Principle of State Policy that:

*'The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation',*

### **Revolution not Relief**

1.4 Realising the importance of this Directive Principle, the Central and State Governments have, during all these years, made efforts for the educational and economic development of the Scheduled Castes and Scheduled Tribes through various welfare measures and schemes, the benefits of which have no doubt reached them to a great extent. This could be evidently observed from the fact that quite a large number of persons from amongst them are seen working in various fields and occupying positions at all levels in Government services. This is directly the result of the spread of education amongst these communities, mainly due to generous and liberal concessions and facilities provided for their education.

1.5 While appreciating the efforts made and whatever has been achieved in this field, a cursory look at the balance sheet of our socio-economic achievements will show that we are still far behind our goal before we can claim to have uplifted the Scheduled Castes and the Scheduled Tribes in the right sense and, to that extent, have not fulfilled our constitutional and moral responsibility—the commitment and the promises that we had made to these afflicted class of people. And, as a result, a large mass of our own brethren are still living and languishing in most miserable, appalling and sub-human conditions.

1.6 The question is why it so happened? The reason is quite obvious. We did not tackle this serious problem with equal seriousness and we did not look at it in the form of a challenge for social revolution to bring about social transformation in the country. And, as such, our efforts in this field remained limited to welfare activities, relief measures, etc., and that too by way of charity. In analysing this situation the intention is not to minimise whatever has been done in this field nor is this a pessimistic approach to the problem, the idea is to make a realistic assessment of the situation, so that we look at this problem in its proper perspective and realise its gravity. Such an approach alone can bring about a change in the thinking of the planners and others concerned so that it helps in bridging the gap that exists between what we profess and what we practise.

### **20-Point Programme—a Challenge—not a Slogan**

1.7 With this background one will realise the paramount importance of effective implementation of the 20-Point Programme of the Prime Minister, which mainly contains many themes of our already accepted National Policies and can appropriately be described as the Promises—that we have to keep, to the down-trodden and the weak in the society. As is evident, the focal point of this Programme is the common-man, the working class and the under-privileged on whose labour and toil the edifice of a nation is built. The thinking behind this programme is that the strength and stability of the country depends upon how far social status and economic stability is ensured to these under-privileged and weaker sections

so that they enjoy them freely and unhindered. In this regard what one of our National leaders, Shri Jagjivan Ramji, has expressed, is very revealing and significant. He says :

*“This problem will be solved if attitudes and circumstances, both be changed and only if there is a radical restructuring of social and economic relations for building a new social order. Certainly an ideological change is necessary. But, this ideological change should not be conceived as merely motivating people to take pity on their so-called ‘unfortunate’ brethren’. An ideological change must not fight shy of exposing and laying bare the basic social and economic ills which gave rise to untouchability and caste exploitation and which are eating into the vitals of India today. Even if one looks at the picture not from the point of view of Scheduled Castes but from the macro-level interests of the country as a whole, one cannot escape the stark reality that a large number of our people are unable to partake of the overall social and economic progress. It sounds strange but it is a hard fact of Indian economic system that the poorest are those who produce real wealth and provide essential services to the society. They are forced to live a sub-human life because of their abject poverty and naturally all their faculties cannot blossom. Their creative energies are thus suppressed by a kind of social injustice.”*

In view of such social circumstances prevailing, the Nation should accept the Prime Minister's 20-Point Programme more as a challenge to improve the lot of the weaker sections of our society than merely as a slogan. So, the main challenge is how effectively and in a meaningful manner we implement this programme so that it helps the weaker sections in a substantial measure. All concerned, therefore, will have to work with a sense of commitment, urgency and missionary zeal for its meaningful implementation.

1.8 Now, with the proclamation of Emergency an atmosphere of discipline and all-round social awareness has been created amongst all sections of the society for accepting national challenges. The progress we have made since the promulgation of Emergency makes it imperative that all should feel inspired to have faith in the capacity and will of our nation to move forward in the realms of social progress and justice. And all justice loving citizens should come forward to give a helping hand to these unfortunate brethren to come to the forefront and lead a respectable life of economic stability.

**Untouchability and Caste both must quit**

1.9 If untouchability has to be eradicated, Caste itself must go root and branch. Untouchability and Caste discrimination are the worst forms of social evils that are still existing and cutting at the very roots of National Integration. Untouchability is the product



of Caste System which, in turn, has originated from the 'Varna Ashram' pattern of the Hindu Society. This Caste System, which has done a great harm to our society and the nation as a whole, has been, and is, retarding the healthy growth of our democracy. The very idea of Caste is contrary to the concept of a democratic socialist society. Those who believe in Caste differences cannot believe in socialism that stands for equality. The existence of Caste feelings in the society is really a deep-rooted social disease because it is actually an outcome and manifestation of the pseudo-religious beliefs that have been entertained for centuries by the Hindu society. As such, we must realise that these are deep-rooted germs existing in the body politic society which cannot be thrown out by superficial remedies and casual treatment. Experience shows that the Caste has also become a vested interest for many even when it has done a great harm to the community. Unfortunately the present politics even could not get rid of this anti-social element; on the contrary this situation has been responsible to aggravate and strengthen the Caste to a great extent.

### **Cultural Revolution for Social Reconstruction Needed**

**1.10** In order to rectify and change the wrong social order and establish an egalitarian society, a nation-wide movement for cultural transformation and social reconstruction with peoples' full involvement is the only remedy and the need of the day; so that social evils like Casteism and other pseudo-religious taboos and superstitious which are responsible for exploiting and sucking the blood of the down-trodden communities, are totally banished. How restless we were, and what a tremendous unrest the Nation exhibited, to shake off the bondage of foreign rule and achieve Independence with the ultimate aim that the common man and the under-privileged in the country should be freed from social and economic exploitation and be able to freely enjoy the fruits of freedom. Are we not going to show the same amount of seriousness and unrest in fighting against the social and economic exploitation of our own down-trodden brethren so that they also shake off the shackles of social bondage which is a great hurdle in the path of their progress.

**1.11** Fortunately today the climate in the country is quite favourable. Under the impact of the New-Deal given by our Prime Minister, the Nation has already entered into an Era of Discipline, and of Intensive Economic Activity in the service of weaker sections in our society. At this juncture our country is passing through crucial times. We have laid the foundation for a certain degree of economic development. We have also achieved a greater clarification of our ultimate objective of a democratic socialistic society. The times were never more propitious for really meaningful activity to change the structure of our society. Caste is the most extreme form of institutionalisation of exploitation. An attack on this citadel must be among the core programmes for bringing about rapid social change. We need today the missionary spirit and the missionary zeal of Gandhiji who taught us that the test of all theories was in practice. What we need is a mass movement to remove the lost vestiges of caste mentality from our people and to create a spirit of partnership between man and man. Any such movement should, in the first instance, aim at the removal of poverty from amongst the people who produce primary necessities of life for the community. It is to this aspect that adequate attention has not been paid.

## Encouraging Trend—setting Events

1.12 While implementing the Prime Minister's 20-Point Economic Programme, the Central and the State Governments have taken a number of steps and special measures for the benefit of the Scheduled Castes and the Scheduled Tribes, which are really commendable. Also, several encouraging events having bearing on social reforms, where people have started coming forward to help Scheduled Castes and Scheduled Tribes, have come to be noticed.

1.13 The steps taken by the Government of Maharashtra to help the tribal people to develop the land allotted to them and bring it under cultivation at Government cost at the initial stage, is really commendable.

1.14 Equally encouraging has been the fine gesture shown by a number of villagers in the States of *Maharashtra* and *Uttar Pradesh* to help their Scheduled Caste brethren in bringing their lands under cultivation with their collective efforts. In the social context, to see the villagers voluntarily coming forward with their bullocks, carts, ploughs and spades in hand and work shoulder to shoulder with their Scheduled Caste brethren should be considered to be an event of unique importance.

1.15 A social campaign launched by the officials and social workers of Kolhapur District in Maharashtra, under the guidance and encouragement of the District Vigilance Committee, for voluntary restoration of lands to the Scheduled Caste persons, which had passed into the hands of non-Scheduled Caste money-lenders, is gaining momentum and resulting in the restoration of lands back to the Scheduled Castes in quite a large number of cases. The fine example set by the officials and non-officials of this District is commendable and worth emulating by others.

1.16 Scheduled Caste priests have been appointed in three important temples controlled by the various trusts in Andhra Pradesh. This is indicative of the new wave of progressive thinking reaching even the orthodox sections of the society.

1.17 The *Pondicherry* Administration has initiated steps to take possession of all temple lands under cultivation in the Union Territory and redistribute them under a scheme of priorities. The Administration would ensure that Harijans and landless labourers were benefited more. This step of the *Pondicherry* Administration is commendable and deserves to be followed by other States. It has been observed that thousands of acres of agricultural land belonging to temples and religious endowment trusts is in the hands of well off people and landlords which in fact should be legitimately distributed to the needy persons from the weaker sections.

1.18 "Janata Central Cooperative Consumers' Society" of Kolhapur in *Maharashtra* State came forward with a scheme of a Common Kitchen Centre for students including Scheduled Caste and Scheduled Tribe students. They started with about two hundred students of four colleges. Two whole-some meals were supplied to students at Rs. 60/- per month as against the normal rate of Rs. 100/- to Rs. 125/- charged in the college hostels.

As this small experiment of this cooperative society has been successful and proved to be quite beneficial to the students belonging to the weaker sections, the Central Government has approved a scheme and has agreed to provide the States with entire financial assistance for implementation of the scheme of "Common Kitchen Centres for students". The scheme envisages setting up of such centres in university and college campuses to provide messing facilities to the poorer sections of the student community, particularly to those hailing from rural areas.

1.19 It is a good sign that number of inter-caste marriages are taking place these days and they are being encouraged. Such marriages actually help to loosen the shackles of caste barriers and are a prelude to the casteless society. Keeping in view its importance the State Governments have introduced various incentive schemes for encouraging inter-caste marriages. The Government of *Gujarat's* scheme to present Rs. 4,000/- in the form of Saving Certificates and a cash of Rs. 1,000/- to an inter-caste married couple one of whom should be a Scheduled Caste, deserves appreciation. It is not at all sufficient that we encourage inter-caste marriages as a matter of 'Government Policy' ; all conscious minded people should also extend active support to ward off any handicaps likely to be faced by such couples.

1.20 Along with the Government's nation-wide programme for allotment of house sites to the Scheduled Castes, the Scheduled Tribes and the landless agricultural labourers, peoples' participation in the construction of houses for these communities deserves appreciation and encouragement. At a number of places the villagers, the students, the N.C.C. Cadets, the Government employees including the police and a number of voluntary organisations and public institutions have come forward to help in the construction of these houses. The work done for constructing and providing houses for these communities by the cooperatives sugar factories in *Maharashtra* deserves a special mention.

1.21 These encouraging events indicate the new patterns of social attitude, behaviour and trends that are noticeable in the country after the proclamation of Emergency. Properly enthused and guided in this way, our village-folk can create miracles in the field of development and social reforms of the weaker sections.

1.22 Another fine example, which serves as a great inspiration of how social workers, cooperatives and social philanthropic institutions could assist in improving the lot of Harijans in villages and also protect them from socio-economic exploitation, was witnessed in village Kaythe Guland, Shirol Taluq of Kolhapur District, *Maharashtra*, where 21 Harijan families received back their 20.15 acres of agricultural land saved from the clutches of unscrupulous money-lenders, at the behest of the Commissioner for Scheduled Castes and Scheduled Tribes. These twenty one Harijan families were working as labourers on their own land which they had lost to money-lenders because the principal loan taken by them and interest thereon far exceeded the original amount borrowed and they could not repay it. These Harijans approached the Commissioner for Scheduled Castes and Scheduled Tribes for a solution of their problems. The Commissioner held discussions with the Chairman of the Shri Panchganga Cooperative Sugar Factory Limited, Ganganagar, Shri Ratnappa Kumbhar

now a Minister in the Maharashtra Ministry, who raised a loan of Rs. 64,628.50 from a local Cooperative Bank. The Shri Panchganga Cooperative Sugar Factory stood as guarantor of the loan and the Chairman squared the matter with the moneylenders and restored the land to the Harijan families. The first plantation of sugarcane in the said fields was done by the Commissioner himself. Today, the entire loan, including interest thereon, of Rs. 81,165.48 stands repaid by the Harijans to the Bank and they themselves have received Rs. 500/- per family this year as their share of the income. This became possible because the Cooperative Sugar Factory took direct interest in the cultivation and gave them all support in the form of inputs and technical guidance, thus, enabling the Harijan families to become once again the real owners of their land which is now collectively cultivated.

1.23 This incident indicates how a socially inspired people could produce a telling impact and bring hope and happiness to many in distress and misery. It also shows the vast potential for doing good and the goodwill that could be earned. It also shows how those in privileged positions, with least inconvenience, could contribute in taking the country a step forward and leave behind a better world than what they inherited.

#### Employment Guarantee Scheme in Maharashtra

1.24 Maharashtra is one State today that has taken a bold step in the right direction and in keeping with the spirit of our Constitution by launching the 'Employment Guarantee Scheme' which can be considered as one of the best social security measures provided for guaranteeing work and employment to the weaker and vulnerable sections particularly in the rural areas amongst whom the worst sufferers are the Scheduled Castes and Scheduled Tribes.

1.25 To have an idea about the aims and objects of this important social welfare measure the preamble portion of this scheme may be mentioned here. The Government of *Maharashtra* has reiterated its recognition to the right to work having regard to the directive principle in this respect as enshrined in the Constitution of India (Article 41) and accepted the responsibility to provide full employment to those who seek it, as the major and fundamental objective of its fiscal and economic policy. The Employment Guarantee Scheme is the first step in that direction and as the Government have accepted this obligation to give work, failure to do so by the officers of Government has been declared to amount to dereliction of duty.

1.26 The problem of rural unemployment and under-employment which is a chronic characteristic of our economy needs to be immediately tackled as it is causing an adverse effect on agricultural production. The Employment Guarantee Scheme, therefore, has assumed vital importance not only for the State of *Maharashtra* but for the country as a whole, considering the grave danger that rural unemployment poses to the national economy. The national importance of the scheme is also highlighted by the fact that it attempts to protect the interests of the largest but the weakest section of the society i.e. the landless labourers. The aim of the Employment Guarantee Scheme is to provide gainful

employment—gainful to the individual as well as to the community—in manual work to all able-bodied adults in rural areas, who are in need and who are desirous of work but cannot find it either on the farm and other allied operations in the area or on the normal plan/non-plan construction and other works implemented by Government Departments, Zilla Parishads, Panchayat Samitis and Gram Panchayats. The measures taken in this respect by the Government of Maharashtra are commendable and deserve to be adopted by the other States.

### **Integrated Development Projects for Scheduled Castes**

**1.27** In the case of the Scheduled Tribes living in areas predominantly populated by them, under the Sub-Plan Schemes for tribal areas it has been ensured that funds would flow from general sector departments for the development of the Scheduled Tribes. On the same lines the State Governments of Bihar and Orissa have taken action to draw up integrated development projects for the all round development of the Scheduled Castes in such areas where there is concentration of sizeable Scheduled Castes population. The Government of Uttar Pradesh is also planning to formulate such a scheme for implementing it in their State. The steps taken by the Governments of Bihar and Orissa are in the right direction, commendable and imaginative and deserve to be followed by other States so that each sector may realise its responsibility towards these Castes and earmark funds for their development in identified areas.\*

### **The Tribal Development and Voluntary Organisations**

**1.28** The Tribals, who are generally a simple and innocent people have their own rich cultural heritage. But their problems are complex ones and difficult to tackle; as such, the development of the tribal areas is a challenging task. In view of the experience and the result of various schemes taken up in this field, Government has now evolved a new strategy and a Comprehensive Integrated Area Development approach has been adopted with a greater emphasis on the role of general sector in providing the major thrust to the development of these backward communities. The impact of the collective effort of all Organisations is expected to be substantial. Government have geared and toned up the administrative machinery at different levels to suit the requirements of this new more comprehensive programme. There is no doubt that the administration, with committed persons, can do a lot of good work. In spite of Government's sincere efforts in this direction to set up a suitable administrative machinery for this purpose it is an admitted fact that the voluntary organisations have a very crucial role to play in this field.

**1.29** In this context what our Home Minister, Shri Brahmananda Reddy, has said is very significant and also provides valuable guidance to the voluntary organisations :

*'A bureaucratic system has its own limitations. It cannot be as flexible as the simple tribal situation would ideally require it to be. A voluntary organisation can easily adapt itself to the needs of the people; a sensitive worker*

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\*More information about this Scheme is given in Chapter 8 on Development Programmes under Five Year Plans.



*can assess each specific situation with sympathy and personal care. Thus, the gulf that arises between what should be done and what is done as a result of the somewhat inflexible operation of the administrative apparatus, can be bridged. Here, I may warn that even voluntary organisations tend to be influenced by the practices and preexistence of bureaucratic structure. They also get rigid. Their unique role, to that extent, gets compromised. A bureaucratised voluntary organization would be worse than a bureaucratic government organisation. The strength of voluntary organization lies in its sensitivity to the needs and the aspirations of the weakest groups whose voice tends to get lost in the din and turmoil of the new age.'*

**1.30** The importance of involvement of the voluntary organisations in this work cannot thus be ignored and, as such, every effort should be made to enlist their cooperation and give all encouragement and necessary financial assistance to such organisations coming forward to work in this field with dedication and devotion to the cause. There is no doubt that the new tribal development programme is making some headway, but it is observed that it is actually staggering, and not speedily progressing as expected, for want of peoples' involvement, which could come forth through the voluntary organisations working in the field. It is, therefore, recommended that Government should make earnest efforts to involve voluntary organisations in this important national task of improving the lot of the tribal communities. It will be possible to see better results if the new generation amongst the officials, which has been exhibiting better qualities and a sense of commitment, is able to work hand in hand and shoulder to shoulder with dedicated voluntary workers for this noble cause. Government should, therefore, encourage and impress upon the social workers and voluntary organisations the imperative need of accepting this challenging task of national importance and even put many of their devoted partymen in the tribal areas on this job. Our experience during pre-independence days shows that there is no dearth of voluntary endeavour in this country provided we create suitable atmosphere that may inspire many to come forward to accept this national challenge with a sense of involvement.

### **Development of Townships in Tribal Areas**

**1.31** It is also essential to re-organise the socio-economic life of the Scheduled Tribes in such a manner as to make it possible to bring within their reach at least the minimum necessities required for modern living and to see that the benefits of science, technology and new learning are made available to them. In order to make this easier, apart from the ongoing tribal development programmes, it is suggested that small townships should be planned and developed at suitable places in the vast tribal areas in such a manner that these townships should serve not only as market centres but provide amenities for their health care, education to higher standards with hostel facilities and catering to their day to day needs of

life. Side by side, small and medium scale industrial units should be set up round about such towns for providing self-employment and employment opportunities particularly to those who are educated and those who are not in a position to maintain themselves on agriculture. These townships should essentially be linked up with better communication facilities so that more people can take advantage of various services made available there. With the coming up and proper development of such centres the officials as well as others coming from outside for working in the tribal areas will also feel that this is a liveable and loveable place. Of course during all this process, care will have to be taken to preserve the human and social qualities amongst the tribals.

### **Role of Banks, Financial Agencies and Government Schemes for Self-Employment**

1.32 A vast field of economic activities like industry, trade, business—small or big—has remained unexplored and untapped for people belonging to the Scheduled Castes and Scheduled Tribes due to their social disabilities and other reasons beyond their control. In order to see that these left out people become our real partners in the various activities of our social life, it is most essential that these avenues of economic activity are opened to them, so that they take up to various trades, other than their traditional unclean and disrespectful professions, and thereby gain social status also. Their entry in this economic field of commerce, trade and industry, on which other communities are prospering and which has unlimited potential for development, is of great importance and in the ultimate interest of these down-trodden communities. The Commissioner for Scheduled Castes and Scheduled Tribes has been, therefore, emphasising the imperative need for providing financial assistances and support to persons belonging to the Scheduled Castes and Scheduled Tribes by the Nationalised and other Banks, Financial Agencies and Government Schemes for self-employment, so that they become self reliant and the educated among them may not run only after Government jobs and services. Previously there was a lot of hesitation on the part of the Banks and Financing Agencies in this regard. But fortunately now there is an encouraging trend in helping the weaker sections which will have to be intensified so that maximum number of persons from these communities would be in a position to have some kind of self-employment. It is suggested that Government and the Financial Agencies concerned should open guidance centres and their field staff should make efforts to take the schemes to the door-steps of these needy people.

1.33 It must be realised that it is not so easy for these communities, without any background and experience of that nature, to take up to new trades and other commercial activities after completing necessary formalities and procedures. They really need guidance, assistance and help at every stage for want of which many of them who actually ventured are finding themselves in difficult circumstances and some of them could not even make a beginning in spite of their best desire to take to this field of economic activities. Here, those in government administration, social workers, voluntary and other organisations having interest in the welfare of the weaker sections should come forward in a big way to give them a helping hand and play the role of a guardian, considering them as their kith and kin who are in need of such help. Young men from these communities should also come forth with

confidence and courage, all prepared for hard work and labour, to accept these challenges for a better and prosperous life.

### Reservation of jobs in Private sector

1.34 The question of reservation of jobs in the private sector undertakings needs to be re-emphasised. In fact, what we call a private sector are really State assisted private firms, industries and business, in view of the conditions under which they operate. Bulk of their finance comes from the Governmental financial institutions, which is public money, and quite a large number of big private enterprises have actually grown up and prospered on these public funds. This sector has an immense employment potential, part of which should be secured for providing employment to the Scheduled Castes and Scheduled Tribes. It will be quite appropriate and in keeping with the spirit of our Constitution, if the private sector falls in line with the Government policy by way of providing reservation to these communities in their services. Besides, they should remember that they have also a social obligation in this regard. Government should, therefore, take appropriate steps to utilise this big reserve in the private sector for employment benefits to these communities. Some State Governments have already started thinking on these lines and it is gratifying to note that the Government of *Uttar Pradesh* are contemplating a suitable legislation to cover services in the private sector.

### Apprenticeship Scheme

1.35 It is gratifying to mention that the Apprenticeship scheme, which is one of the 20-Point Programmes of the Prime Minister has greatly benefited the educated unemployed in the country including the Scheduled Castes and Scheduled Tribes. With the recent addition of 43 new trades and 15 industries the number of trades is 103 and that of industries 216 which are covered under the provisions of the Apprentices Act. It may be specially mentioned that the Private Sector, trades and industries are also covered under this scheme. Out of the total 121,005 seats utilised (as on 13-2-1976) about 12,738 have been filled by candidates belonging to Scheduled Castes and Scheduled Tribes. There are still a few States where special efforts are needed for improving the position in the intake of trade apprentices. Further, States like *Mizoram*, *Nagaland* etc., which are not so industrially advanced need assistance from the neighbouring industrially developed States for recruitment of persons as trade apprentices. For the success of the scheme, it is necessary that the trained apprentices should be suitably absorbed in regular jobs in the establishments after their training.

### Need of Social Aspect in Housing Schemes

1.36 No doubt the ambitious and country-wide programme of providing free of cost house sites to all the landless labourers including the Scheduled Castes and Scheduled Tribes in all the States in the country is really laudable and deserves to be appreciated; as this programme aspires and aims at allotting to them as owners a plot of land on which he will have his own house for his shelter. Unfortunately however, one very vital aspect of social importance has remained ignored and neglected in almost all housing schemes particularly

for the Scheduled Castes and that is, segregation. It is observed that no serious and sincere efforts has ever been made to intermingle their houses and have mixed colonies so that while building new housing colonies we also help to build a new social life.

1.37 It is seen that even the planning in the urban areas has not shown due consideration to this important social aspect in their housing programmes. On this issue what Shri Jagjivan Ramji has observed is very striking, significant and invites attention of all concerned. He says, "The whole conception of slum clearance is elite-oriented. When a slum comes in the midst of the town or city or is surrounded by elite locations and the land is required by influential persons, the slum-dwellers are cleared off the slums, so that the land of the slum becomes available for development for elite population. Slum clearance is hardly conceived from the slum-dwellers' point of view. They are thrown away from the main habitation to raise their huts and hovels. In course of time the city extends and embraces this new slum which has again to be cleared for posh dwellings. So, there is no end to the agony of the slum-dwellers. The philosophy of 'Chatur-Varna' has become so all pervasive in the Indian Society that even housing colonies constructed by Government or local authorities are not free from class compositions."

1.38 In this connection the recent policy and the thinking of the Government of *Maharashtra* with regard to the slum-dwellers and their colonies in Bombay deserves appreciation where every effort is being made to settle these people on the same premises by providing them suitable new houses and better amenities and this may be followed by others.

1.39 No doubt, Jhuggi Jhompri Resettlement Scheme undertaken by the Delhi Development Authority is really a very ambitious one and could be considered as a gigantic venture which has resettled about a million of Jhuggi Jhompri and slum-dwellers in different resettlement colonies roundabout Delhi. Though specific survey has not been carried out by the Delhi Development Authority, they have informed that about 80 per cent of the families in the resettlement colonies belong to Scheduled Castes, Scheduled Tribes and other Backward Communities. As a number of representations were received from the Scheduled Caste/Tribe persons regarding their grievances about allotment of plots, lack of facilities and their earning and economic activities having been dislocated and disturbed, the Commissioner for Scheduled Castes and Scheduled Tribes visited these colonies. The efforts of the Delhi Development Authority deserve to be appreciated for taking up this task of settling such a large number of people. The concerned authorities have also planned for providing necessary amenities and other common facilities like schools, dispensaries, milk booths, work centres, marketing centres, etc. However, the settlers continue to face several problems in their new places.

1.40 While appreciating what is being done, a glaring deficiency has been observed in the planning and the lay-out of the houses. Besides the plots being of a very small size, the tenements were being built back to back in a straight line without leaving service lanes and denying the settler natural light and ventilation which has in a way created new hovels

for these afflicted class of people. It is unfortunate, surprising and rather shocking how this important aspect has escaped the attention of all concerned including the planners and the architects. The Delhi Development Authority explained to the Commissioner, how houses for different income groups were coming up at different places in Delhi where all hygienic environmental care was being taken and how beauty touch was given to a number of localities to make for the people there, a happy living. It is really astonishing how the same planners and architects could not give a little human touch to the dwellings of these toiling class of people so that they could live in a little better shelter. It must be mentioned here with great pains that whatever efforts have been made by the Delhi Development Authority for providing a number of facilities and other general amenities, these have been nullified by this great and basic drawback in the planning. It is, therefore, suggested that this deficiency is removed at least while planning any more colonies.

1.41 Apart from the economic hardships and inconveniences which these people had to face, many other significant points arose when this resettlement programme was viewed at from a different angle. Does it not amount to mass segregation of this particular working class people and the backward communities, keeping them away from the boundary walls of the well-to-do people ? It should have been taken into account that many of these people had their services and working places in the city, and quite a large number of them had lost their jobs and petty trades for which they depended on the economically well off citizens nearabout their previous localities. It should have been possible at least to settle many of them on the same land where they had their jhuggies and jhompries, in a systematic and suitable manner, as is being done in Bombay presently. It was stated that the land on which these squatters had been living was unauthorisedly occupied by them which was now required for public purposes under the Master Plan. In fact, sincere efforts should have been made to settle as many people as possible at the very sites by regularising their occupation on these lands. Besides extensive areas of land lying vacant nearabout which was not required for public purposes in the strict sense, could have been made available for settling them. Experience shows, and there is no hesitation to say with regret, that generally the conception of slum clearance is elite-oriented and even the so called Master Plans also do not show much different attitude with regard to the housing problems of the weaker sections.\*

### Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes

1.42 The office of the Commissioner for Scheduled Castes and Scheduled Tribes has been established under Article 338(i) of the Constitution. The first Report of the Commissioner was submitted to the President, as required under Clause (2) of Article 338, in the month of February, 1952. Since then 22 more such reports, including the present one, have been submitted.

1.43 It is high time that after more than 25 years of coming into existence of this office, a High Power Committee is set up to thoroughly examine the working and structure of the Commissioner's Organisation in order to ensure more effective contribution by this office for furthering the interest of the Scheduled Castes and Scheduled Tribes.

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\*More information about the Delhi Development Authority Resettlement Scheme is given in Chapter 13.



**1.44** At the moment, the Annual Reports of the Commissioner, and the discussion in Parliament thereon, appear to have become a routine matter, and experience shows that many useful suggestions made therein have not been taken that serious notice of as they deserve, by the authorities concerned. The High Power Committee, suggested above, should be helpful in suggesting the manner in which the implementation of recommendations made by the Commissioner becomes more effective and can also suggest suitable structural changes in this Organisation to enable the Commissioner to be more effective in his functions entrusted to him under Article 338 of the Constitution.

**1.45** It is obvious that such a Committee should consist of such Members of Parliament and State Legislatures as are interested in the cause, as well as of people from social field and also other knowledgeable and experienced persons. Earlier such a Committee is set up the better both for the speedy development of the Scheduled Castes and Scheduled Tribes and for helping the authorities concerned at the nation to properly implement the recommendations made by the Commissioner for Scheduled Castes and Scheduled Tribes in his Report.

#### **Safai Mazdoors (Sweepers and Scavengers need Special Attention)**

**1.46** The socio-economic problem of the Safai workers in our society is a complex and equally serious one and, as such, requires to be tackled with equal seriousness and intensity. A large population of these communities, who, because of the wrong social order, are traditionally engaged in the dirty profession of sweeping and scavenging, are in reality offering their sacred services to the society. The nation as a whole should really feel indebted to them. In fact, the noble work they do can be compared to the loving mother's job in every home.

**1.47** The fact, however is that on account of the nature of their profession, the Safai workers are considered to be the lowest in the rung of social ladder even amongst the Scheduled Castes and to that extent they have suffered more socially and economically. It is really atrocious to find that in the present caste-ridden social order, these poor people are, in a way, compelled to do this dirty job and are also condemned as untouchables for the same. It will not be possible to understand their agonies and sufferings unless one puts himself mentally in their position and sometimes physically try to carry out the most obnoxious job they are obliged to do. It is nothing but a special form of bonded labour in which only a particular caste people are condemned to work in a particular dirty profession, which others dislike to take up as an obnoxious job. A glaring example of how, even today, discrimination is practised with regard to employees belonging to this section of the Scheduled Castes could be cited here. In the Railways, at the railway station, there is a cadre of Safai Kamgars to clean the train compartments, etc. But strangely and surprisingly, it is only the Scheduled Caste people who are supposed to clean the lavatories and latrines in the railway compartments, non-Scheduled Caste persons belonging to the same cadre being responsible only to clean coaches, seats etc.

**1.48** Gandhiji, during his lifetime, was really moved by the appalling living and working conditions and the social degradation that these people had to suffer in the society and had started, even during those days, 'Bhangi Mukti' Campaign. His concern about the Harijans and particularly about the Bhangi—sweepers and scavengers—cannot be described better than in his own words. He says :

*"I do not want to attain Moksha, I do not want to be reborn. But if I have to be reborn, I should be born an untouchable, so that I may share their sorrows, sufferings and the affronts levelled at them, in order that I may endeavour to free myself and them from that miserable condition. I, therefore, pray that should I be born again, I should do so not as a Brahmin, Kashatriya, Vaishya or Shudra but as an Atishudra—a Bhangi."*

**1.49** In some States, like Jammu and Kashmir, there are many Safai Mazdoors who do not come in the category of Scheduled Castes since they belong to other religions like Islam, Christianity, etc. Unfortunately when, as a matter of fact, these religions do not preach caste system and untouchability their people doing the sweeper's work are treated as untouchables in the society. The Government should help all persons who are working as Safai Mazdoors regardless of the fact whether they belong to Scheduled Castes or not.

**1.50** Till recently, the Central Government had a Centrally Sponsored Scheme for "improving the living and working conditions of sweepers and scavengers" on which an expenditure of Rs. 726.97 lakhs was incurred and this has, to a certain extent, helped to improve their living and working conditions. There is need for the State Governments to intensify this programme. In fact, it would have been in the fitness of things if this Centrally Sponsored Scheme had continued in the Fifth Five Year Plan also in the National Sector, in view of its importance.

**1.51** The basic solution to the problems of Safai Kamgars, is their economic development by diverting them from their traditional dirty and unclean occupation to non-caste based professions by giving them a helping hand to establish themselves in various such fields and economic activities. The aim should be to abolish scavenging as a caste profession so that a particular group of people is not condemned to follow it.

**1.52** Education would of course be a prerequisite for their all-round development. In spite of a number of concessions and facilities for the education of the children belonging to Scheduled Castes, it has not become possible to cover sufficiently large percentage of children of the Safai Kamgars. Because of the most unhygienic and unsuitable living conditions and environment in the locality of these people, there is an imperative need to wean away their children to hostels, ashram schools, etc., so that they continue their studies unhindered and there is no wastage and drop-outs. It would be necessary to open adequate number of hostels for this purpose.

**1.53** It is suggested that Government should consider the desirability of adopting a package programme for the all-round development of this particular section of the society

so that their future generation at least lives a respectable life of human dignity free from social stigma.

1.54. It is unfortunate, as experience has shown, that men engaged in this profession themselves do not care to utilise the facilities provided at their door-steps for the education and betterment of their children and let their children go without schooling for short-term gains. In fact they should come forward to take full benefit of the various schemes, particularly for the education of their children, so that they may not have to step in the same disrespectful profession as their fathers and forefathers. They should, in fact, take a pledge that under no circumstances will they let their children enter into their own degrading profession.

### **Educate the People**

1.55 'A healthy educational structure is the foundation of any new society.' These words coming from our Prime Minister are of great importance. In view of this, the entire educational system both formal and non-formal will have to be reorganised to meet the requirements of a new social order to which we have committed ourselves in the Constitution. There is no doubt, that significant achievement has been recorded in the field of education. What is needed now is to lay special emphasis on inculcating certain basis values in children during their formation stage. In the present society, it is in the household that a caste Hindu child learns to make caste discrimination habit of mind and a way of life. Nearer home there are many social evils that beset our people even now. The social behaviour outside is also not very encouraging and favourable which does not allow the child, the grown up man and even the so called enlightened persons to get out of the rut of these social superstitions. It is observed that in a number of cases the text-books in schools feed children on ideas that run directly counter to the nationally accepted ideals of secularism and socialism. On the background of the present outmoded social structure it is highly essential to impart proper education to the future generation in the class rooms and the citizens outside through social education to mould and shape them to suit the requirements of the new social order which we aspire to establish. It may be mentioned here that Panchayati Raj System was expected to play an important role as an instrument of social transformation. But this experiment of Panchayati Raj considerably failed not because the system was wrong but because it went into the wrong hands and due to the lack of proper political education of the people. These days we have started entertaining a new superstition that all problems can be solved by governmental power or by law. We must remember that legislative reforms by themselves do not bring about social change unless it is preceded and followed by a powerful and unrelenting movement of mass education. In this connection, the country-wide campaign started to educate the people to impress upon them the importance of family planning may be highly appreciated. Similar efforts must be made to educate the masses about the evil of caste prejudices, untouchability and similar other superstitions.

### **Role of the Youth**

1.56 The youth of the country have to play a very important role in the social regeneration and transformation of the Indian Society. 'There can be no better instrument than youth to fight the social evils. Because unlike other sections the youth does not suffer

from any inhibition or hesitation in making its contribution. No other section of the society stands so firmly in favour of change, like youth. Youth is prone to accepting and even working for radical changes because it has the capacity to absorb and its idealistic motivations are deep rooted and very strong. It is because of this that youth has come to be accepted the world over as the symbol of change, idealism and revolutionary fervour.' It is for the leadership at different levels in the country to make an ardent and inspiring appeal to this dynamic youth force and involve them in facing the national challenges.

1.57 The challenging task before the young generation today is to bring about social and national integration in the country. In this great task the country's youth has a cardinal role to perform. They must root out all the evils that have afflicted the social and economic life of India.

### **Banish Barriers Between Man and Man**

1.58 Even today, the hard fact of our social life is that the Scheduled Castes are fighting alone. Houses in Caste Hindus localities are not available to them on rent even in urban areas; drinking water wells are generally not open to them, the services of priests, barbers and washermen are still denied to them in several parts of the country and they are paid nominal wages for hard labour in the fields. And, when they try to assert their rights to use common services or demand proper wages, they are subjected to inhuman atrocities, abuses, assaults, social boycott, loot, arson, murder and what not. They are branded with red hot iron. Even their women are not spared. Still they struggle. Let the Scheduled Castes be assured that in their struggle against oppression and injustice, they are not alone. That the enlightened among the Indians are with them not only with words of sympathy but with concrete action.

1.59 We are presently passing through a very significant historic time when there is a general awareness about the social obligations and responsibilities amongst all sections of the society and a favourable atmosphere of discipline is also prevailing in the country. In spite of this, the Harijans are victims of the deep-rooted caste prejudices still existing in the body-politic of our society at all levels. The question is how best we utilise this favourable atmosphere for bringing about social and attitudinal change and to inculcate new moral values in the society so that the barriers between man and man are banished and the weaker sections in the society live freely without any fear.

1.60 Even the Government's present land redistribution programme has become a source of hatred at number of places and the Scheduled Caste land allottees are harassed making their life miserable. The most unfortunate part of it is that in such a situation they have again to fight single handedly. It is not enough that people support the 20-point Programme only as a matter of policy and the poor people are left alone to face the resultant situations and the consequences. It is expected that, on such and other occasions when the poor Scheduled Caste people are harassed and atrocities committed on them, justice loving citizens should stand by them duty bound for their protection. It is only this kind of social

and crusading spirit if inspired and imbued in the social workers that the Scheduled Caste people could be saved on such occasions.

1.61 It will be very relevant to remember the courage and the crusading zeal that our freedom fighters and social workers exhibited during pre-independence days, when they saved the lives of number of Muslims and Hindus by risking their own lives during Hindu-Muslim riots. It was that magnificent appeal of Gandhiji and our great National leaders for Hindu-Muslim unity that inspired these pious souls even to sacrifice their own lives for the noble cause. Has that missionary and crusading spirit totally disappeared leaving the society void of these superior human qualities? No, what is really lacking today is our inability to arouse these noble qualities lying dormant in our people and involve them in our national programmes and policies, so that they feel a sense of belonging in implementing them.

1.62 In this regard what our Prime Minister recently said while appreciating whatever progress we have made and reviewing the achievements during the period of Emergency, is very significant and which should set people think seriously. The Prime Minister said that the nation was capable of bringing about the kind of spectacular change that people expected in a much shorter time if the people could be involved in the development programmes. Where we failed miserably was that we had not been able to involve the people. The sense of involvement was lacking equally among political and non-political people. She also said that although there were many exceptions, this attitude (sense of involvement) as a whole was not evident in our country today neither in the bureaucracy nor in our political party.

1.63 In order to overcome this situation what is needed today, is that a Nation-wide Voluntary Effort be initiated for Moral Education and Spiritual Re-generation so that people feel inspired to involve themselves in the process of social transformation and social reconstruction. This is actually a process of moving from discipline to self-discipline which needs to be urgently accelerated in order to stabilise the gains already made during the time of Emergency so that it becomes the way of life in normal times also. Here we must also understand what is social transformation basically. Apart from its economic and social aspects, it is essentially the transformation of the man in his thinking and attitude that brings about real transformation of the society. This is actually a process of man making (giving him *sanskaras*) which is of paramount importance in building a nation and its character. In this regard what the Great Revolutionary Raja Mahendra Pratap has said is very significant. He says, "We feel proud that after Independence we have to our credit great achievements in various fields and made a number of good things, but unfortunately, we have not made the 'Man'. We will have to admit that after Gandhiji we have not been able to focus nation's attention on this important aspect in our national life."

1.64 In the previous Reports, a number of incidents have been cited to indicate the turbulent form in which the scourge of untouchability and caste-prejudices is still present in our society, in all sections including that of in the urban areas. Here, it will suffice to quote one glaring incident that shows how this evil is present even in educational institutions right

in the capital city of Delhi that too during the period of Emergency. A Scheduled Caste lady teacher who is a graduate—M.A. (with English), when, after her joining the said school, the other caste Hindu lady teachers came to know that she belonged to the Scheduled Castes, they started harassing and insulting her in all possible manners. This may be due to the fact that she was quite a capable teacher and perhaps superior to many of them. One feels stunned to find the most shameful treatment meted out to this innocent Scheduled Caste lady teacher. The caste-ridden Principal and some teachers of that school went so far as to egg up and instigate the small school children to give slogans and shout in chorus, when that Scheduled Caste lady teacher entered the class room, that she belonged to a mean and low caste even some of them went further to interrogate the lady teacher by asking derogatory questions enquiring about her caste, etc. This monstrous attitude of those responsible for educating the children about the necessity of doing away with such social evils broke that teacher into pieces when she found herself openly insulted in that organised manner by her own pupils. There cannot be worst atrocity and mental torture than this kind of attitude of playing with the sentiments of people on caste basis.

1.65 Thereafter, when she met the Commissioner for Scheduled Castes and Scheduled Tribes, she was mentally so disturbed and agitated that she was at the verge of collapsing down with grief. The matter was, no doubt, taken up with the authorities concerned who promptly initiated action against the culprits. However, it is surprising that the lower officials did not hesitate to flout or avoid execution of the orders from the higher authorities in this connection. The question, however, is as to how long one can continue facing such shameful behaviour and indignities even from the educated class of people? Does it not show how depraved some of us still are in denying even human dignity to our brethren? Better be imagined how innumerable such cries and voices of the socially oppressed ones may be going unheard.

1.66 The rigours of casteism and caste prejudices which the down-trodden communities have to experience even today and which make their lives miserable and play havoc with them, can better be imagined than described. It will be only possible to know their agonies if one puts himself mentally in their position.

1.67 'It is all the more necessary that the scheduled Castes themselves must also continue their struggle for independence from age old prejudices operating against them. All sense of helplessness and dependence which has been fostered by long periods of denial of opportunities for advancement should be shaken off. They must not look upon special facilities and concessions as favours shown to them but as their rightful dues running in arrears for decades.' 'In fact, the problem is not that of the untouchables but of the touchables who, on account of their prejudiced minds, stood in the way of Scheduled Caste persons in enjoining their natural rights.'

1.68 Sometimes one feels that a person belonging to a down-trodden neglected community would not mind if he is not offered various concessions and verbal sympathy; but if he is only recognised as a *MAN*, we will find that he will not only stand like a *man* but



would march ahead of others. Incidentally, it may be mentioned that in the international circles our country is sometimes put in an awkward position with reference to the problems of the Harijans when we point out to the treatment of the Blacks at the hands of the White people in other countries. Though much has been done during the last  $2\frac{1}{2}$  decades, we have yet to achieve a real break through or take-off stage in completely eliminating untouchability and casteism particularly in the rural areas.

1.69 Ours is a great country having rich cultural heritage and which has always championed the cause of the suppressed and the oppressed people and stood by them in the international community. On our home front, there is no dearth of precedence about magnificent voluntary endeavour in the field of social work in this country. In fact, the tradition in the pre-independence days was that voluntary work used to outstrip government records in every field of social activity; a sense of dedication could be discerned not only in the national struggle for freedom but wherever anything concerning the welfare of the masses was concerned, ranging from fighting the scourge of flood, famine or epidemic diseases to combating illiteracy and uplifting the Harijan. The reason behind such dedication was that all these forms of social service activities were taken as inevitable auxiliaries of the struggle for freedom. Today, what is lacking in our national life is the irrepressible urge that should grip an entire people when it is set in motion for an overpowering cause, which in our specific case has to be the cause of building a new social order. When political life is damaged by the preponderance of economic vested interests, social service is bound to be neglected. What is needed in India at this moment is unleashing of a movement for a fair deal for the have-nots, so that all the under-privileged may have a sense of belonging. Complimentary to such an upsurge there is bound to come a high tide of voluntary endeavour in the field of social work.

1.70 Shall we not try to come out of this shell of narrowness and pockets created by communalism, caste prejudices, pseudo-religious taboos, superstitions, parochialism and chauvinism and function as one man in the social and national affairs. In fact, whatever discriminates a man from man must be discarded. The question is how we do this? These days we are having 'Safai Abhiyans—Cleanliness Campaigns' which we really appreciate since they have their own importance. But how do we clean the society of these above-mentioned anti-social elements and the germs of casteism in our social behaviour and thinking? This is a difficult task, well-nigh impossible, if we continue with the same state of affairs with regard to our efforts in this respect. The present thinking that this being a deep rooted and age old social disease, it cannot be removed soon and perhaps with education it will be minimised, are lame excuses that are not going to help and satisfy people because then the process and progress is likely to be fatally delayed. What is really needed today is to open the flood gates and set in motion, a wave of new thinking and social and moral values in line with our Cultural Heritage, so that the entire country is washed off of stagnated dirty ponds of degenerated thinking and irrational prejudices, creating ground for social and cultural regeneration of our society, thus making our dream of Socialistic Secular Democracy a reality. For creating such a situation, the foremost and the most important requirement is,

as mentioned by me in my 1970-71 Report also, to bring about a change in the thinking of all concerned, both at the governmental and peoples' level. Here I am also tempted to reproduce the sinere appeal made by our Prime Minister, Smt. Indira Gandhi :

*“As in family, the parents look upon their children with equal affection but a sick child gets additional attention, similarly, in society the weaker sections have to be nursed by giving some preferential treatment and the privileged sections should make sacrifices willingly for the welfare of the have-nots. All sections of people including the intelligentsia, youth and women should work to this end.”*

**Shall we not respond to her earnest call by translating it into action?**

## IMPORTANT RECOMMENDATIONS AND OBSERVATIONS

S. No.	Recommendation/Observation	Reference	
		Para No.	Page No.
1	2	3	4
<b>CHAPTER 2—EDUCATION</b>			
1.	Since elementary education under the Minimum Needs Programme is the responsibility of the General Sector, it is desirable that all State Governments should place the ultimate responsibility for the educational development in tribal areas with the State Education Departments. As a matter of fact, whatever may be the internal administrative arrangements in a State, the direction of educational development for Scheduled Castes and Scheduled Tribes should be taken charge of by the concerned State Education Department. . . . .	2.2	62
2.	Urgent action should be taken by all the State Governments/Union Territory Administrations to implement the suggestions made by the Central Advisory Board of Education in their meeting held in November, 1975 . . . .	2.4	63
3.	The Governments of Himachal Pradesh, Rajasthan, Orissa and Tripura should take early action to increase the number of Ashram schools, specially in sparsely populated tribal areas. . . . .	2.6	63
4.	The action taken by the Government of Bihar to convert primary schools into Ashram schools in the sparsely populated tribal areas is commendable. Similar action should also be taken by the other State Governments having concentration of tribal population to convert primary schools in sparsely populated tribal areas into Ashram Schools. It should, however, be ensured that the conversion is not only in name but the converted Ashram schools actually impart craft based education to justify the expenditure involved in running these schools and these do not drift into ordinary residential schools. All the State Govern-		

1	2	3	4
ments/Union Territory Administrations having Ashram schools in their State/Union Territories should also ensure that the Ashram schools already functioning there actually impart craft based education. For that purpose, it was recommended in the previous Report, that evaluative studies should be carried out on the working of these schools in various States/Union Territories, by the Tribal Research Institutes. The action taken by the Institutes in this regard is yet to be known. The recommendation is, therefore, reiterated.		2.8	63
5. The number of Scheduled Caste/Scheduled Tribe hostels in many States like Bihar, Gujarat, Kerala, Rajasthan and Uttar Pradesh continues to be quite inadequate, It is desirable that urgent steps should be taken by the Governments of these States to increase the number of Scheduled Caste/Scheduled Tribe hostels in their respective States. The position in this regard in so far as Uttar Pradesh State is concerned is quite alarming in view of the fact, that this State has the highest population of Scheduled Castes in comparison to other States. As such, urgent attention of the State Government is required to provide adequate number of hostels.		2.10	64
6. Since the benefit of the scheme for the supply of essential commodities at controlled prices to students is to accrue to only those Scheduled Caste/Scheduled Tribe students who are residing in hostels, the number of Scheduled Caste/Scheduled Tribe hostels, which is quite inadequate in many States, should be appreciably increased in the States having Scheduled Caste/Scheduled Tribe population to enable more students belonging to these communities to derive benefit of the scheme.		2.21	66
7. The Government of Karnataka should implement the recommendations of the State Legislative Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the working of the Backward Classes hostels in Mysore, Bellary, Raichur, Gulbarga, Bidar and Bijapur districts of the State at an early date. The working of Backward Classes hostels in other States should also be investigated			

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by the State Governments concerned to ensure that the benefit of expenditure incurred on these hostels is actually derived by the Scheduled Caste and Scheduled Tribe beneficiaries for whom these are actually meant . . . .		2.23	67
8. The anomaly of paying scholarships at different rates to the two categories of hostellers, viz. (i) displaced professional and post-graduate students admitted to hostels attached to colleges and (ii) students who joined the same hostels as fresh boarders, in Andhra Pradesh should be removed and uniform rates of scholarships should be paid to both the categories of hostellers . . . .		2.24	67
9. It is desirable that the maintenance of the buildings of the student-managed hostels in Andhra Pradesh should be done properly by the State Government . . . .		2.25	67
10. If an increased number of Scheduled Caste/Scheduled Tribe students are to derive benefit from the scheme for the supply of books and stationery at controlled prices, the provision made by various State Governments/Union Territory Administrations for the supply of stationery and text-books to the students belonging to these communities, will have to be increased appreciably. It is, therefore, desirable that all the State Governments/Union Territory Administrations should take necessary action in this regard to ensure that all Scheduled Caste/Scheduled Tribe students get the benefit of the scheme.		2.27	68
11. The Ministry of Home Affairs should take an early follow up action on the decision to consider the feasibility of opening book banks in professional colleges, taken in the meeting of the High Power Committee held in September, 1975 . . . .		2.34	69
12. The relevant clause in the revised regulations for the award of Government of India Post-Matric Scholarships should be suitably amended by the Minister of Home Affairs so that Scheduled Caste/Scheduled Tribe students in full time employment become eligible for the award of these scholarships subject to the same means test as is prescribed for the non-employed students, with the only difference that in			

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	the case of the employed students, the total income of all the family members including the income of the employed students concerned should be taken into consideration for assessing their income for the purpose of the means test .	2.38	70
13.	The stoppage of scholarships to Scheduled Caste/Scheduled Tribe pilot trainees under the Government of India Post-Matric Scholarship Scheme will cause a lot of hardship to them as this is quite a costly course and it may not be possible for them to pursue it without scholarships. In case, the starting of the new scheme by the Ministry of Civil Aviation is one of the reasons for excluding the course from the purview of the Post-Matric Scholarship Scheme, the action does not seem to be justified as the number of scholarships under the new scheme is small and many Scheduled Caste/Scheduled Tribe candidates may not be able to fulfil their aspirations to get Pilots' training. It is, therefore, desirable that the Ministry of Home Affairs should reconsider the matter and may allow to keep this course within the purview of Government of India Post-Matric Scholarships Scheme . . . . .	2.40	70
14.	The existing position regarding the renewal of Post-Matric Scholarships to failed Scheduled Caste/Scheduled Tribe scholars pursuing medical and engineering courses may be reiterated by the Ministry of Home Affairs by amplifying Clause VII(ii) of the Post-Matric Scholarship Regulations to read as follows :—  “If a Scheduled Caste/Scheduled Tribe scholar pursuing medical and engineering courses fails in the examination for the first time, the award may be renewed. If he/she fails for the second time in that or for the first time in a subsequent class of a course the award may not be renewed. Whenever he/she passes that examination the award for the next class may be sanctioned as a fresh case” . . . . .	2.46	71
15.	It should be ensured by all the State Governments/Union Territory Administrations that any deduction from the scholarship amount on account of unsatisfactory progress of the scholar is made only by the sanctioning authority		

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	and not by the educational institutions themselves. The Ministry of Home Affairs also take necessary action in this regard . . . . .	2.47	72
16.	The Ministry of Home Affairs should reconsider the matter regarding the grant of Post-Matric Scholarships to Scheduled Caste/Scheduled Tribe students pursuing correspondence courses and make necessary provision in the Post-Matric Scholarships Regulations for the award of scholarships to Scheduled Caste/Scheduled Tribe students subject to the fulfilment of the same means test as has been suggested by us in the case of full time employed students elsewhere in this Report, i.e., the total income in their case should include the income of their parents, if any, as well as their own income . . . . .	2.49	72
17.	Delhi Administration should supply sufficient number of printed application forms for the award of Post-Matric Scholarships to Scheduled Caste/Scheduled Tribe students, to the institutions, well in time, to enable the students to apply before the due date prescribed by them for the receipt of applications . . . . .	2.50	72
18.	Since delay in the sanction and disbursement of Post-Matric Scholarships to Scheduled Caste/Scheduled Tribe students defeats the very purpose for which these are awarded, all the State Governments/Union Territory Administrations which have not yet taken necessary action on the suggestions of the Central Government to avoid delay in the award of these scholarships, should do so urgently . . . . .	2.51	72
19.	Suitable measures like giving wider publicity to the scheme for the award of Government of India overseas scholarships to Scheduled Caste, Scheduled Tribe and other backward classes scholars should be taken to see that all the scholarships are utilised by deserving students belonging to these communities . . . . .	2.53	73
20.	As recommended in the previous Report, it is reiterated that the Governments of Andhra Pradesh, Bihar, Maharashtra and Karnataka as well as the Universities concerned should take early action to persuade the private Medical Colleges		



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charging capitation fee for admission, not to charge the same and the reserve 20 per cent seats for Scheduled Caste/Scheduled Tribe candidates . . . . .		2.54	73
21. According to available information Aligarh University have still not made any provision for the reservation of seats in their medical college. The attitude adopted by the University is rather deplorable. It is, therefore, reiterated that the Union Ministry of Education and the University Grants Commission should take necessary action to make the University fall in line with the other Central Universities in this regard . . . . .		2.55	73
22. The action taken by the Government of West Bengal in enacting legislation to reserve 15 per cent and 5 per cent of available seats for Pre-Medical course, for Scheduled caste and Scheduled Tribe students respectively, in all medical and dental colleges in the State is commendable. It is recommended that other State Governments/Union Territory Administrations should also take similar legislative measures to reserve seats for Scheduled Caste and Scheduled Tribe candidates, in medical, dental and engineering colleges . . . . .		2.56	73-74
23. As already recommended earlier, it is reiterated that all the State Governments/Union Territory Administrations who have not yet made the necessary reservation of seats in Post-graduate medical courses should take early action to reserve 15 per cent and 5 per cent seats for Scheduled Caste/Scheduled Tribe candidates respectively and also to provide a relaxation of 5 per cent marks in the minimum standard required for admission to these courses. The All India Institute of Medical Sciences should also take early action to implement the instructions of the Ministry of Health by reserving specifically 20 per cent seats in Post-graduate courses for Scheduled Castes/Scheduled Tribe candidates . . . . .		2.58 & 2.59	74
24. The views expressed by the Ministry of Health regarding relaxation of minimum standard for the admission of Scheduled Caste/Scheduled Tribe candidates to			

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	<p>Post-graduate medical courses, do not appear to be justified. The standard is to be relaxed only for admission to a course and the standard ultimately to be acquired for passing that course is not to be lowered. As a matter of fact a Scheduled Caste/Scheduled Tribe candidate will not be able to pass a course unless he achieves the required standard. There is, therefore, no justification in not lowering the required minimum standard for admission of Scheduled Caste/Scheduled Tribe candidates to Post-Graduate courses on the plea that it will have the effect of reducing the standard or quality of teaching . . . . .</p>	2.62	74
25.	<p>It is desirable that for the admission of Scheduled Caste/Scheduled Tribe candidates to Post-graduate medical courses the condition of not more than two failures should also be relaxed slightly, by allowing such candidates with not more than three failures in all the M.B.B.S. examinations to be called for assessment for admission to Post-graduate courses, so that all the seats reserved for such candidates are actually filled by them . . . . .</p>	2.63	75
26.	<p>As already recommended earlier, it is reiterated that the State Governments/Union Territory Administrations who have not yet introduced special coaching for weak Scheduled Caste/Scheduled Tribe students in medical colleges should take early action to do so now, to ensure that such students do not have to face any difficulty in completing their courses . . . . .</p>	2.65	75
27.	<p>Immediate action should be taken by the Indian Institute of Management, Calcutta, to implement the instructions of the Union Ministry of Education to reserve 20 per cent seats for Scheduled Caste and Scheduled Tribe candidates . . . . .</p>	2.66	75
28.	<p>Necessary steps should be taken by the Ministry of Education and the authorities of the Indian Institutes of Management to ensure that all the seats reserved for Scheduled Caste and Scheduled Tribe candidates in these Institutes are filled by them. . . . .</p>	2.68	76
29.	<p>Necessary steps should be taken by the Ministry of Education to see that the full quota of 20 per cent of the seats</p>		

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	meant for Scheduled Caste and Scheduled Tribe candidates in the Indian Institutes of Technology is filled up <i>i.e.</i> all the seats which are left over after admitting the students of these communities through joint Entrance Examination should be filled up through direct admission. In this connection adequate and timely publicity through mass media like Radio, Press and T.V. should be given to the procedure of direct admission evolved for admitting Scheduled Caste/Scheduled Tribe Students of these Institutions. For this purpose, the services of organisations concerned with the welfare of Scheduled Castes/Scheduled Tribes may also be availed of. Last year, full publicity of this scheme could not be made on account of late decision taken in this regard . . . . .	2.71	76
30.	Special coaching should be provided to the weak Scheduled Caste/Scheduled Tribe students admitted to the Indian Institutes of Technology before the beginning of the academic session, to enable them to attain the required standard and to pull on well with their classes. The Indian Institutes of Technology which have not yet started the special coaching for these students should do so at an early date . . . . .	2.72	77
31.	The Union Ministry of Labour as well as the Governments/Administrations of the States/Union Territories in which the enrolment of Scheduled Caste/Scheduled Tribe trainees in the Industrial Training Institutes has registered a decrease, should enquire into the causes thereof and make earnest efforts to remove the lacunae. In case the reason for a deterioration in the enrolment position is that sufficient number of Scheduled Caste/Scheduled Tribe candidates do not come forward to seek admission in these Institutes, as already recommended in the previous Report, guidance centres on the lines of the centres existing at Delhi, Kanpur, Jabalpur and Madras should be established in all the other States/Union Territories to offer vocational guidance to Scheduled Caste and Scheduled Tribe candidates to attract more of them to take up training at the Industrial Training Institutes . . . . .	2.74	77

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32.	The rates of stipends offered by the Ministry of Labour and Employment to the Scheduled Caste/Scheduled Tribe trainees in Industrial Training Institutes were fixed long back when the cost of living was not as high as at present. Though the rates of Post-matric scholarships offered by the Ministry of Home Affairs to Scheduled Castes and Scheduled Tribes have been revised recently, the rates of stipends offered by the Ministry of Labour and Employment for courses in these Institutes have not been revised. It is, therefore, suggested that the rate of these stipends should be appreciably increased after taking into consideration the cost of living index to enable Scheduled Caste and Scheduled Tribe students to meet the hostel and other expenses as well as to give them an incentive to join these Institutions . . . . .	2.75	77
33.	All the State Governments/Union Territory Administrations concerned should take necessary follow up action in pursuance of the instructions issued by the Bureau of Public Enterprises to the Project authorities to contact the State Tribal Welfare Departments, local District authorities and training institutes in the area concerned, in order to increase the intake of Scheduled Castes/Scheduled Tribes in the public enterprises . . . . .	2.76	78
34.	Wide publicity should be given by the authorities concerned to the relaxation in minimum marks allowed to Scheduled Caste/Scheduled Tribe candidates for admission to Industrial Training Institutes to enable more of them to join these Institutes . . . . .	2.77	78
35.	The decision of the Kendriya Vidyalaya Sangathan to reserve 15 per cent and 7½ per cent seats in each Kendriya Vidyalaya for Scheduled Caste and Scheduled Tribe candidates respectively is welcome. It is hoped that the same will be implemented in letter and spirit by all the Kendriya Vidyalayas in the country . . . . .	2.80	79
36.	It is recommended that the Scheduled Caste/Scheduled Tribe candidates should in the first instance be given a relaxation of 10 per cent in the minimum marks for admission to Kendriya Vidyalaya. If still some seats		

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	remain vacant, a further relaxation in minimum marks should be allowed till all the reserved seats are actually filled by Scheduled Caste/Scheduled Tribe candidates .	2.81	79
37.	The Kendriya Vidyalayas Sangathan have done away with the inbuilt restriction that children of employees who have been subject to more transfers during the past seven years are given preference to the children of the employees who were subjected to less transfers, in the case of Scheduled Caste/Scheduled Tribe children, for admission to Class I, at Delhi. It is, however, felt that this restriction should not be applicable to the parents of Scheduled Caste/Scheduled Tribe children at other places also. It is, therefore, recommended that the Sangathan should consider the desirability of doing away with this restriction in the case of all the Kendriya Vidyalayas in the country . . . . .	2.82	79
	<b>CHAPTER 3 — REPRESENTATION OF SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES</b>		
38.	The Commissioner is of the view that the benefit of the decision of the High Power Committee should, as was originally purported and aimed, reach the persons belonging to Scheduled Caste and Scheduled Tribe communities, it is necessary that the words “belonging to Scheduled Castes and Scheduled Tribes” are added after the words “Sweepers/Farashes/Chowkidars”, in the Government O.M., dated 16th January, 1976. Moreover, the words “give proof of ability to read in Hindi” wherever they appear in the said Government O.M. are likely to create further difficulties and problems for those sweepers and farashes working in Central Government Offices/Departments/Union Territory Administrations situated in non-Hindi Speaking areas who may not be able to read in Hindi and, as such, they would not be considered eligible for promotion to 25 per cent vacancies of peons (or messengers as they may be called in future) reserved for them. The Commissioner, therefore, feels that the words “give proof of ability to read in Hindi” may be substituted by the words “possess elementary literacy” . . . . .	3.3	80

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39.	It is suggested that the Government should re-examine the important issue of making the zone applicable separately to reserved vacancies in Class I and Class II posts filled by promotion on the basis of selection since sufficient number of Scheduled Caste/Tribe officers is still not available higher up in the seniority lists of lower classes for inclusion in the zone of consideration, practically nullifying the effect of these orders . . . . .	3.3	81
40.	Government have made a provision of carry-forward of unfilled reserved vacancies in all posts filled by direct recruitment or promotion except in the case of promotion on the basis of selection from Class III to Class II, within Class II and from Class II to the lowest rung of Class I. In spite of our taking this issue to the High Power Committee under the Chairmanship of the Prime Minister, the Government have persisted that the existing orders, which do not make a provision of carry-forward, may continue. The rationale behind this decision is not understood as such a decision is discriminatory and detrimental to the interests of Scheduled Castes/Scheduled Tribes . . . . .	3.4	81
41.	The only remedy to remove injustice to Scheduled Caste and Tribe communities in the matter of posts filled by deputation, transfer and also at the initial constitution of a service formed by the absorption of deputationists, is to introduce reservation in such posts/services . . . . .	3.7	81
42.	The High Power Committee had desired the Government to examine the question of enlarging the existing facilities for giving suitable pre-entry training in stenography to candidates belonging to Scheduled Caste/Tribe communities in order to help them to acquire minimum speed for taking the stenography tests. It is hoped that the Government would issue necessary instructions in this regard soon . . . . .	3.10	81
43.	The High Power Committee desired the Government to examine whether a provision could be made in the Confidential Report form to enable the reporting officers to indicate the manner in which officers concerned implement		

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	various orders issued for safeguarding the rights of the Scheduled Castes and Scheduled Tribes and their general attitudes towards these employees. It is hoped that the Government would take early decision in the matter .	3.12	82
44.	In the sixth meeting of the High Power Committee held on 17th September, 1975, as many as 21 points were proposed by the Commissioner for Scheduled Castes and Scheduled Tribes but only 9 could be finally discussed in the said meeting. The Government is urged to consider the remaining points in the light of the position explained in the detailed notes for the meeting as also in the Report for the year 1973-74 . . . . .	3.13	82
45.	The Government of India have issued instructions according to which the Central Government employees belonging to Scheduled Castes and Scheduled Tribes can approach the Commissioner for Scheduled Castes and Scheduled Tribes direct in matters relating to appointments against reserved quota and other allied matters. It is strongly recommended that the State Governments may be advised to issue similar instructions to enable their Scheduled Caste and Scheduled Tribe employees also to approach the Commissioner direct . . . . .	3.21 & 3.22	83
46.	In the meeting of the Liaison Officers of the three major employing Ministries viz. the Ministry of Defence, the Ministry of Railways, the Posts and Telegraphs Department, held under the auspices of the Department of Personnel and Administrative Reforms, the concerned officers were advised to step up their efforts to clear the back-log in the representation of Scheduled Castes and Scheduled Tribes under them. It is hoped that the Department of Personnel and Administrative Reforms would similarly advise other Ministries/Departments as well to identify the shortages and take urgent steps to clear the same .	3.25	84
47.	The Commissioner agrees with the suggestion of the Union Public Service Commission made in its Twenty-fifth Report, that the activities of the Pre-examination Training Centres, Coaching-cum-Guidance Centres, etc. should		



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	be revitalised and accelerated to ensure that larger number of candidates belonging to Scheduled Castes and Scheduled Tribes compete at the examinations conducted by the Commission . . . . .	3.26	84
48.	In promotion to Senior Class I posts, where Union Public Service Commission is also to be associated in the Departmental Promotion Committees, while Officers belonging to Scheduled Castes came up to the mark to be selected for almost all the vacancies reserved for them, this was not so in the case of Officers belonging to Scheduled Tribes. This is obviously due to general paucity of Scheduled Tribe candidates at lower levels in Class I or Class II posts and calls for special efforts for their recruitment at such levels . . . . .	3.30	85
49.	Various suggestions made on the subject of dereservation of reserved vacancies in the Commissioner's Report for the year 1973-74 (paras 3.52 to 3.65) deserve serious and prompt attention of the Government for careful consideration and implementation . . . . .	3.32	85
50.	There have been glaring cases of ignorance/unawareness of rules or incorrect interpretation of instructions regarding "carry-forward" of vacancies and "exchange" of such vacancies in the third year of their carry-forward. It is suggested that Department of Personnel and Administrative Reforms may issue necessary instructions clarifying the position . . . . .	3.33	85-86
51.	It is recommended that the Department of Personnel and Administrative Reforms may conduct short-duration refresher courses for Liaison Officers and other officers responsible for implementation of reservation orders in order to acquaint them with full and clear interpretation of various aspects of reservation orders . . . . .	3.38	86
52.	Liaison Officers as has been evinced in innumerable cases, are entrusted with the work relating to the representation of Scheduled Castes and Scheduled Tribes, in addition to their various other normal duties making it difficult for them to devote sufficient time to perform their duties as		

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Liaison Officers. The Ministries/Departments may be impressed upon to keep this in view so that the Liaison Officers can devote sufficient time to look after the proper and effective implementation of reservation orders	3.38	86	
53. While it is true that the policy of the Government has been to make recruitment as broad-based as possible providing equal opportunities to all citizens to join the Armed Forces without any distinction of caste, creed, community, religion or area of residence, Government can definitely help to improve the chances of success of Scheduled Castes and Scheduled Tribes for entry into Armed Forces by providing training facilities to the intending candidates on the lines of those available at the All India Services Pre-Examination Training Centres	3.41	87	
54. In order to improve the representation of Scheduled Castes and Scheduled Tribes in the Railway Services, the Railway Board have taken some important steps which <i>inter alia</i> include setting up of a special cell under a Senior Officer to be assisted by two Advisers—one each from the Scheduled Castes and Scheduled Tribes. It is suggested that these Advisers must not be lower than Directors in rank and they should be answerable direct to the Minister concerned. It is also suggested that whenever suitable Scheduled Caste/Scheduled Tribe Officers of the right type to serve on the Selection Boards/Promotion Committees are not available, Officers from other Ministries and retired officers belonging to these communities should be nominated for the purpose	3.42	87-88	
55. The recommendation of the Parliamentary Committee for the Welfare of Scheduled Castes and Scheduled Tribes, and that of the Commissioner for Scheduled Castes and Scheduled Tribes made in his previous Report for making necessary provision for inclusion of at least one member from the reserved communities on each Railway Service Commission while making recruitment to reserved vacancies, are reiterated for consideration and acceptance by the Railway Ministry	3.45	88	

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56. It is understood that the question of raising the stipend to Scheduled Castes/Scheduled Tribes trainees in the All India Services Pre-Examination Training Centres from Rs. 100 to Rs. 150 is under the consideration of the Government. It is hoped that a decision in the matter will be taken soon . . . . .		3.49	89
57. The Government of Uttar Pradesh had introduced in 1969-70 a scheme to give three-month pre-entry training to Scheduled Caste/Scheduled Tribe persons for selection as police constables. According to a study made, this scheme did not prove successful. It is felt that if sincere efforts were made to implement this scheme, it could help to reduce the backlog in the recruitment of Scheduled Castes and Scheduled Tribes in the police force. Other State Governments can also start such a scheme to help secure proper representation of Scheduled Castes and Scheduled Tribes in their police forces . . . . .		3.50	89
58. In order to encourage the Scheduled Caste/Scheduled Tribe candidates to join the Armed Forces and to enhance the chances of their employment, it is suggested that all the pre-examination training centres functioning under the Central/State Governments to train Scheduled Caste/Scheduled Tribe candidates for various administrative services, should also make arrangements for training of Scheduled Caste/Scheduled Tribe candidates intending to appear for various competitive examinations for recruitment to the Armed Forces . . . . .		3.51	90
59. While it may be true that all the apprentices after completion of their apprenticeship cannot be directly appointed in the industry where they have been trained, there can be no difficulty in absorbing the Scheduled Caste/Scheduled Tribe apprentices against vacancies reserved for them. It is, therefore, suggested that the Scheduled Caste/Scheduled Tribe apprentices should invariably be appointed against vacancies reserved for these communities as sufficient number of trained persons from these communities are not normally available. Cells should be constituted at the State and Central levels for			

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	sponsoring the surplus apprentices to organisations in which there may be dearth of trained personnel belonging to these communities . . . . .	3.59	92
60.	Government is taking action to incorporate enabling provision in the Articles of Association of the new Public Sector Undertakings so that suitable directive can also be issued to them. As regards O.N.G.C., it would be desirable for the Government to amend the Act of Parliament as early as possible to enable the Government to issue the Presidential directive opening the way for implementing the reservation orders . . . . .	3.60	92
61.	It is felt that the difficulties regarding refusal by the selected Scheduled Caste/Scheduled Tribe candidates to join the Public Sector Undertakings could met firstly by preparing a larger panel so that in the event of a person declining the offer, the next man on the panel could be offered the post. Though this procedure involves delay and consequently the work is likely to suffer, this action can be limited to a calender year. Secondly where possible Scheduled Caste/Scheduled Tribe candidates possessing minimum qualifications can be recruited as apprentices and given in-service training and absorbed on regular basis after they acquire minimum standards of skill and efficiency . . . . .	3.64	93
62.	In view of the paucity of Scheduled Caste/Tribe officers of the appropriate status in the public sector undertakings, it is strongly recommended that where available Scheduled Caste/Scheduled Tribe officers retired from senior Government posts should, with advantage, be associated with selection boards and interview Committees . . . . .	3.66	94
63.	It has been noticed that some of the public sector undertakings have confused the grouping of posts for the purpose of maintenance of rosters with the revised classification of posts in Group A, B, C and D to replace Class I, II, III and IV. It is, therefore, suggested that necessary clarification may be issued by the Bureau of Public Enterprise to see that the Government instructions regarding grouping are implemented correctly . . . . .	3.67	94

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64.	It is hoped that the Research and Development Centre of the Indian Oil Corporation at Faridabad, would continue to make efforts to improve the representation of Scheduled Castes and Scheduled Tribes in that organisation and should be able to fill all reserved vacancies by candidates belonging to the Scheduled Castes and Scheduled Tribes . . . . .	3.70	94
65.	Engineers India Ltd. is one of the biggest enterprises in the public sector having large potential for employment. It is, therefore, expected that this undertaking should follow all relevant orders relating to representation of Scheduled Castes and Scheduled Tribes, scrupulously and ensure that due share of services under them goes to the Scheduled Castes and Scheduled Tribes. As the position stands at present their performance in this respect has been far below the expectation . . . . .	3.79	96
66.	It will be seen from the figures indicating percentages of Scheduled Caste/Scheduled Tribe employees in various Nationalised/Public Sector banks that there is a heavy shortfall in all the categories excepting their representation in subordinate staff. It is, therefore, desirable that all banks may be advised to make special efforts to identify the shortfalls in various categories and try to clear the same latest by the year 1977 . . . . .	3.80	97
67.	The scheme of training of Scheduled Caste/Scheduled Tribe candidates in banking transactions for a short period with a stipend, as introduced by the United Commercial Bank, if emulated by other banks will also help a large number of Scheduled Caste/Scheduled Tribe candidates to compete successfully for various jobs in the nationalised banks against reserved vacancies . . . . .	3.81	97
68.	With the establishment of the National Banking Service Commission, it is hoped that various relaxations and concessions admissible to Scheduled Castes and Scheduled Tribes which differ from bank to bank will be made uniform. It is also hoped that an early decision will be taken by the Government of India to provide reservation		

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	for Scheduled Castes and Scheduled Tribes in promotion in the services under the Nationalised and Public Sector Banks . . . . .	3.82	97
69.	For teaching posts in universities and colleges there should not be any hesitation to issue orders to provide reservation for Scheduled Castes and Scheduled Tribes to appoint adequately qualified candidates fulfilling the minimum prescribed qualifications. In the case of non-availability of qualified candidates from these communities, such posts could easily be got dereserved after following the prescribed procedures/instructions. . . . .	3.84	97
70.	The decision of the University Grants Commission, agreeing in principle to provide reservation for Scheduled Castes and Scheduled Tribes for recruitment to the posts of lecturers in colleges and the Universities, has simply been communicated to the Universities for guidance only. In order to implement to reservation orders it is recommended that the University Grants Commission should issue a firm directive to the Universities to make it obligatory for them to implement all relevant instructions issued by the Government of India from time to time . . . . .	3.86	97-98
71.	The lead given by the Governments of West Bengal and Orissa is worth emulating by other State Governments and it is hoped that after watching the working of these enactments, other State Governments would follow suit . . . . .	3.97	99
72.	For the purpose of verifying the implementation of rules of special representation and other concessions/relaxations the Government of Andhra Pradesh have set up a special machinery. This is a very commendable step and it is recommended that similar action should be taken by other State Governments as well. . . . .	3.98	99
73.	On the lines of the procedure followed by the Government of India to notify the vacancies to the Central Employment Exchange, the Government of Andhra Pradesh have set up a Central Exchange which will be approached for sponsoring Scheduled Caste/Scheduled Tribe candidates from		

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other employment exchanges in the event of non-availability of such candidates from a particular Exchange. It is recommended that this procedure should also be followed by other States.	3.99	99	
74. The Government of India have issued orders to relax experience criteria in favour of the Scheduled Caste/Scheduled Tribe candidates. It is suggested that the State Governments may also consider the desirability of introducing similar provision so far as the State Services are concerned to enable more Scheduled Caste/Scheduled Tribe candidates possessing the minimum qualifications to be inducted into service to fill the quota reserved for them	3.100	99	
75. It is suggested that all the State Governments/Union Territory Administrations should set up a special department/special cell as the sole agency to keep a vigil on all matters pertaining to the welfare of Scheduled Castes and Scheduled Tribes and redressal of their grievances. With such a set up, it would be possible to fix responsibility for not collecting and furnishing the relevant data. These special departments/special cells should be headed by an officer of a sufficiently high status, viz. a Secretary or a Joint Secretary, a reference from whom to any authority in the State/Union Territory should evoke prompt response.	3.103	100	
76. The Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes, ever since its inception under Article 338 of the Constitution, is expected, among other things, to protect and safeguard the service interests of the Scheduled Caste/Scheduled Tribe Government employees. The Government of India through the Department of Personnel and Administrative Reforms, have been, time and again, reiterating various instructions/orders in this regard enjoining on the concerned authorities/officers to follow and enforce them assiduously and effectively. Unfortunately, however, it is noticed that without exception, in every Central Ministry/Department/Office and Public Sector Undertaking/Government of India concern so far studied and			



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inspected by the Study Teams of this Organisation, these Government orders about reservation/relaxations for Scheduled Caste/Scheduled Tribe employees have not been strictly adhered to. With only 71 persons as its staff strength and with a little over Rupees 8 lakhs as its annual budget, this Organisation is expected to look after the uplift of Scheduled Castes/Scheduled Tribes who constitute 1/5th population of the whole country, in socio-economic and service matters. The content, significance and the magnitude of the problem relating to Scheduled Castes/Scheduled Tribes has to be understood and appreciated in its right perspective. By clipping its wings and arms, when its regional offices were abolished, the Organisation has not been able to function effectively. It is, therefore, desirable that the Government may consider this important issue of providing adequate additional staff which will go a long way to enable the Commissioner to fulfil his special assignment under Article 338(2) of the Constitution to ensure among other things, that Government orders relating to service safeguards for these communities under Articles 16(4) and 335 of the Constitution are properly and effectively implemented . . . . .	3.106	102	

#### CHAPTER 4—UNTOUCHABILITY

77. It is hoped that the bill amending the Untouchability (Offences) Act, 1955 would be passed by Parliament as early as possible . . . . .	4.6	111
78. As the practice of untouchability is a social problem, it would be better that as far as possible, social harmony is maintained between the various sections of the society, in enabling Scheduled Caste persons to get their rightful place in the society. But wherever orthodox elements refuse to come round, they must be suitably punished . . . . .	4.9	111

#### CHAPTER 5—CASES OF ATROCITIES AND HARASSMENT

79. In order to improve the working of the Special Cells established in the States of Uttar Pradesh, Madhya Pradesh, Karnataka, etc., a meeting should be convened		
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	by the Ministry of Home Affairs to find out ways and means of making them more effective . . . . .	5.7	113
CHAPTER 6—INDEBTEDNESS AND BONDED LABOUR			
80.	It is suggested that the Central Government should issue guidelines to the commercial banks, including regional rural banks, to fall in line, with the recommendations of the Committee headed by Shri B. Sivaraman, Member, Planning Commission and provide consumption credit to various sections of the rural community. The State Governments should also take concrete steps to gear up their machinery to take full advantage of the facilities offered by the Reserve Bank and the other banking organisations in this regard. This task is very important, urgent and a stupendous one . . . . .	6.5	115
81.	The immediate need is to provide the Scheduled Castes, Scheduled Tribes and other weaker sections of the society a suitable organisation at the village level to sanction easy credit for production as well as consumption purposes. This organisation should be as simple as a Harijan/Adivasi villager is. Simultaneously, caution has to be taken to see that their indebtedness should be to such an extent which does not keep them indebted throughout their lives or they turn bad debtors. For this purpose a sense of thrift and financial discipline will have to be inculcated in them. The credit-cum-marketing societies should also undertake the functions of thrift agencies at the time of harvesting or marketing of the produce of the tribals, these societies should persuade them to deposit some portion of their produce as savings to be drawn by them at the time of their needs during the lean period of the year. Their habit of spending on the so-called social obligations and out-dated meaningless rituals needs to be reformed so as to avoid wasteful expenditure on such occasions . . . . .	6.6	116
82.	The problem of identification of bonded labourers and rehabilitation of freed bonded labourers is not so simple. Considering the imbalance in demand and supply of		

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labour in rural labour market and also the scarcity of institutional credit, the debt-bondage should be more of a rule than of an exception. The bonded labour system continues to exist under the guise of various systems under which the labourers are employed by the land owners. This, therefore, calls for immediate steps to be taken for the identification of the bonded labour system practically all over the country . . . . .		6.19	118
83. It is felt that the problem of identification of bonded labourers in the country can be tackled by setting up Vigilance Committees in all the Districts and Sub-Divisions in the country irrespective of the fact whether any surveys were earlier conducted in the area or not. Wherever, such Committees have already been set up, these need to be activated to perform the primary job of detection of bonded labour . . . . .		6.20	118
84. The problem of the rehabilitation of freed bonded labourers should receive urgent attention of the concerned authorities so that these persons do not fall back into the clutches of their old masters. The energetic measures taken by the State Governments in getting freed the bonded labourers have won the appreciation of all but now the need is to rehabilitate them socially and economically. The rehabilitation process is to be three-fold. Immediately after a person is freed, there is a need to provide financial help, food and clothing etc. For this purpose, District Magistrates should be authorised to incur some expenditure as immediate relief according to the local needs. The second part of rehabilitation would require allotment of house-sites and land to landless agricultural labourers and some gainful employment to the adult members of the family in the construction of roads, irrigation wells and as forest labourers etc. etc. Free education should also be provided to their children and their medical needs should be looked after. Such of the persons who take to agriculture, should be provided with inputs like seeds, agricultural implements, bullocks etc. As it may not be possible to allot cultivable land to all			

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persons it would be desirable to assist some of them in taking up subsidiary occupations like sheep rearing, poultry, piggery and other village industries. In the third phase a coordinated plan on long-term basis family-wise should be prepared for these persons in consultation with the various developmental departments and financial institutions for their economic rehabilitation in a manner which will enable them to stand on their own feet. Some of the freed bonded labourers may also have to be trained in various agro-based industries. This may require preparation of integrated development plans for the rehabilitation of the freed bonded labourers . . . . .

6.23 119

85. For the social rehabilitation of the bonded labourers, social workers have to play a very important role. Efforts should, therefore, be made to ensure that an atmosphere of cordiality, shorn of any tensions, prevails in which the freed bonded labourers get the fixed minimum wages and the land owner get their work done on the fields so that the agricultural production is not hindered. It is suggested that the State Governments should seek assistance of social organisations/social workers of the area in preparing an atmosphere of social harmony and cordiality. While tackling the problem of the bonded labourer, use of all the three Acts dealing with (i) Abolition of Bonded Labour; (ii) Provision of Minimum Wages; and (iii) Liquidation of Debts of the landless labourers, will have to be made .

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## CHAPTER 7—LIQUOR AND EXCISE POLICY—ITS IMPACT ON THE LIFE OF SCHEDULED TRIBES

86. It is suggested that the Government of Rajasthan should implement the policy of introducing prohibition in the two tehsils not yet covered by prohibition in the tribal areas irrespective of any adjustment which the Government may have to make, to make good the loss of revenue on account of implementation of this policy . . . . .

7.3 120

87. It is suggested that the State Governments should implement the decisions taken by the Conference of the Ministers incharge of Backward Classes Welfare held in

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April, 1975, keeping in view the 12-point minimum programme for prohibition announced by the Prime Minister. This should be done irrespective of any adjustments which the State Governments may have to make, to make good the loss of revenue on account of implementation of this policy. In particular, wherever the local elected representatives of a village or a group of villages ask for total prohibition by a formal resolution, it should be accepted .		7.6	121

## CHAPTER 8—DEVELOPMENTAL PROGRAMMES UNDER FIVE YEAR PLANS

88. It is suggested that the Ministry of Home Affairs should sanction funds to all the State Governments for strengthening of the staff for enforcement of the Untouchability (Offences) Act, 1955 . . . . .	8.3	122
89. Though the Central Ministries have started taking special interest in the tribal areas, much remains to be done so that the benefits of all the schemes operated by them become available to the Scheduled Tribes. They should also ensure that the State Governments make suitable provisions under the different programmes which are being implemented by them and come under the purview of the concerned Ministries . . . . .	8.11	124
90. In Bihar though the State Government issued orders for quantifying the benefits of general sector scheme for Scheduled Castes and Scheduled Tribes, nothing concrete emerged therefrom as far as Scheduled Castes were concerned. Information regarding progress made in respect of quantification of benefits from general schemes to the Scheduled Castes in Haryana, is awaited. The Government of Karnataka should sanction the post of a special officer to attend to the work of ensuring that the heads of various development departments implementing the programmes agreed to by them in a systematic manner. The accounting procedure in Karnataka should also be modified to precisely find out the funds spent out of the general sector programmes for the welfare of Scheduled Castes and Scheduled Tribes. Information regarding the funds provided from the General Sectors for the development		

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<p>of Scheduled Castes/Scheduled Tribes in Kerala and Madhya Pradesh was not known. The Sub-Committee appointed by the Government of Maharashtra made valuable recommendations for earmarking of funds for Scheduled Castes and Scheduled Tribes under the general programme. The recommendations of the Committee need to be implemented by the State Government as early as possible. No information was available regarding the action taken by the Delhi Administration on the instructions issued to all the heads of the Departments in the matter of quantification of General Sector Schemes for Scheduled Castes</p>		8.14	125-127
<p>91. Though some reservations have been made by the State Government in the matter of allocation of general sector funds for the welfare of Scheduled Castes, details of the actual amount spent by them from general sector are not available. It is, therefore, desirable that State Harijan/Social Welfare Departments should continue to follow up the decisions taken by the States/Union Territories to ensure that the various general sector departments earmark funds for the development of Scheduled Castes and Scheduled Tribes</p>		8.15	127
<p>92. The State Governments should examine the desirability of taking action for the development of Scheduled Castes so that each sector may realise its responsibility towards Scheduled Castes and earmark funds for the development of these communities in an identified area</p>		8.16	128
<p>93. It is hoped that the scope of Divyayan scheme would be enlarged with the assistance of ICAR and more Scheduled Tribe persons would be able to derive benefits for modernising their agriculture. Studies have revealed that the income of tribal cultivators in Chotanagpur area can be increased if they take up animal husbandry programmes</p>		8.21	131
<p>94. The Government of Andhra Pradesh should utilise the services of the Andhra Rashtra Adimjati Sewak Sangh, Nellore in the various economic development schemes for the tribal people. The village folk if properly enthused and guided can create miracles in the field of development and social reforms</p>		8.24 & 8.25	131

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95. Many of the tribal areas possess good potentialities of development of mining and industries. The general strategy for development of mining and industries in the tribal areas should be of keeping the tribal persons as the focal point and adequate integrated programmes on local resource based materials should be prepared .		8.34	135
96. The State Governments should assist Institutes like Xavier Institute which come forward to launch entrepreneurship development programmes so that potential tribal entrepreneurs can derive benefits of various schemes of 'industrialisation launched in the tribal areas of the country. With suitable training and support from infrastructural organisations like banks, State Industries Department and large industries, it is possible to induct young Scheduled Tribes men to start ancillary industries and become partners in the industrialisation of tribal areas . . . . .		8.35	136
97. So far specific percentages have not been provided by most of the State Governments in the allotment of distributive agencies. However, there is a definite improvement in the allotment of distributive agencies to the persons belonging to Scheduled Castes. It is hoped that there will be better performance in the coming years in this regard . . . . .		8.36	137
98. There are still a few States where special efforts are needed for improving the position in the intake of trade apprentices States like Mizoram, Nagaland etc. which are not so industrially advanced need assistance from the neighbouring industrially developed States for recruitment of persons as trade apprentices. For the success of the scheme, it is necessary that the trained apprentices should be suitably absorbed in regular jobs in the establishments after their training . . . . .		8.39 & 8 40	137
<b>CHAPTER 9—INTEGRATED AREA DEVELOPMENT PLANS FOR TRIBAL AREAS</b>			
99. Immediate steps should be taken by the Central and State Governments to finalise the Sub-Plans so that clear directions could be given to the authorities concerned with the development of the tribal population . . . . .		9.7	139



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100. The State Government should take urgent action to expedite the formulation of their Integrated Tribal Development Projects, keeping in view the priorities, according to the time schedule agreed by them . . . . .		9.8	140
101. While formulating projects, the State Governments should ensure that these are not over-ambitious and should propose the outlays according to the resources available from various sectors to avoid delay later in revising the projects. It is also desirable that the resources available from various sectors as well as the special central assistance should be clearly spelled out before formulating the projects . . . . .		9.10	140
102. It is agreed by the Central as well as State Governments that the prevention of exploitation of the tribals has to be given a high priority in the formulation of various I.T.D.Ps. To free the tribal from the clutches of the money-lender on a permanent basis, the entire sub-plan areas in all the States concerned should be covered by the new credit-cum-marketing structure, as recommended by the Bawa Committee. However, the details in relation to the total investment in terms of financial resources, manpower requirements etc. for this programme still remain to be worked out in most of the States. One of the essential elements of the new credit arrangement is the provision of consumption credit. Unless consumption credit and credit for social purposes is provided as a part of the total credit package to the tribal, it will be impossible to free him from the money-lender. The source of financing of consumption credit has not been identified yet. This credit has to be provided through the co-operative structure and should form an integral part of the normal credit flow. It is learnt that a steering committee had been set up by the Government of India in pursuance of the decision of the State Ministers' Conference for guiding the switch over from the traditional structure to the new structure of a unified credit-cum-marketing Organisation. It is understood that the progress so far made has been slow and a number of important issues have not so far been sorted out. It was agreed at the State Chief Secretaries			

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Conference held in February, 1976 that the Steering Committee should be reorganised, with Secretary, Rural Development as the Chairman and it may have representatives of 2 States also. It was decided at the Conference that the Committee should complete its work within three months. It is hoped that the Committee will complete its assignment within the stipulated period . . . . .		9.11	140
103. Another programme which needs to be given a high priority in the Integrated Tribal Development Projects is the abolition of bonded labour. It is desirable that the State Government concerned should pay special attention to this programme while preparing Integrated Tribal Development Projects and should propose specific outlays for the programme . . . . .			9.12
104. It has been observed that some States have been able to utilise the special assistance profitably for the year 1975-76. Many other States like Madhya Pradesh, Bihar, Himachal Pradesh and Assam have not made much progress. It is understood that there were some initial difficulties in settling procedure, making budgetary provision, identification of programmes etc. Particularly the small programmes which are of direct relevance to the tribals and are of a shorter gestation period are not ready, with the result that there is a preference for bigger programmes. It is desirable that greater attention should be given to smaller programmes with short gestation period. It has also been observed that the sub-plans are being treated merely as aggregates of certain schemes and the special Central Assistance is broken up, according to the traditional pattern. In this approach the main problems of the tribal areas may remain unattended and the impact of the sizeable investments may not be felt adequately and the effort is likely to be frittered away		9.13	141

## CHAPTER 11—LAND, AGRICULTURE & FORESTS

105. The success of the land distribution programme for the weaker sections would be judged by the allotment of surplus lands to the Scheduled Castes and Scheduled Tribes, actual possessions of these lands by them and making them

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available necessary financial and other support for land development, so that they can cultivate the land and derive full benefits . . . . .		11.1	145
106. Unless the Scheduled Caste/Tribe persons are given the highest priority in the allotment of surplus land, they are not likely to receive sizeable benefits from such a policy. The question of making legal provisions for associating local persons particularly landless agricultural labourers, share-croppers as well as poor tenants and members of the Scheduled Castes and Scheduled Tribes may be considered in the process of allotment of surplus land . . . . .		11.5	146
107. The Government of Uttar Pradesh should find out how far the educational institutions have utilised or propose to utilise the land allotted to them. If it is found that the land is not being utilised for the purpose it was allotted, it should be resumed by the Government who may consider the desirability of allotting this land to landless agricultural labourers belonging to Scheduled Castes and Scheduled Tribes by making suitable amendment to the existing law and the rules framed thereunder . . . . .		11.6	146
108. Arrangements should be made to provide financial help to the assignees of land belonging to Scheduled Castes and Scheduled Tribes by way of loans from the State, Land Development Banks, etc. . . . .		11.7	146-147
109. The Panchayat and Revenue Departments of the State Governments and Union Territories should take immediate steps to remove the encroachments on Gaon Sabha land and make such lands available for allotment to the landless persons. While making allotments, care would be taken to ensure that the claims of Scheduled Castes and Scheduled Tribes received due attention . . . . .		11.8	147
110. The Government of Himachal Pradesh and other States should endeavour to see that the objections to the allotment of land to the landless Scheduled Castes and Scheduled Tribes are contested in the courts of law so that these persons can be made owners of land in as short a time as possible . . . . .		11.9	147

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111.	Over and above the Government of India scheme regarding provision of financial assistance for the development of dry land, the State Government should try to make farming economically viable for the beneficiaries through provision of cheap credit and inputs by providing financial assistance through Land Development Banks, etc. depending upon the quality of land . . . . .	11.16	149
112.	Adequate resources should be provided by the States under the Integrated Tribal Development Projects, so that the tribal areas may be provided with irrigation facilities and take advantage of water resources before the bulk of these become committed for the lower reaches. It is necessary to prepare a shelf of irrigation projects by the States for execution which can be expedited by creating Survey Divisions to survey and prepare irrigation schemes for tribal areas . . . . .	11.19	150
113.	A review of the total available irrigation potential should be made in respect of flow irrigation, lift irrigation from surface water resources and the availability of ground water. It is good that the Ministry of Home Affairs have already indicated to the State Governments under the advance action programme for implementation in sub-Plan areas that minor irrigation schemes should be given high priority . . . . .	11.20	150
114.	Grants-in-aid to the tribals should be sanctioned for irrigation wells depending upon their primitiveness. No uniform formula should be made applicable for grant of subsidy and loans all over the State. The implementing authorities should be empowered to use their discretion to help the most backward tribes by giving them more subsidy instead of loans to enable them to raise their economic standard. There is great scope for development of lift irrigation in tribal areas wherever for natural or other reasons, the tribal cultivators cannot avail of other systems of irrigation like canals, dams and tanks. However, it is necessary that due care is exercised to ensure that benefits of these schemes are derived by the tribal cultivators . . . . .	11.22	150-151

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115.	At least 50 % of the seats should be reserved for Scheduled Tribe candidates in Agricultural Schools functioning in the tribal areas of the country. Schemes should also be chalked out by the Departments of Agriculture for giving training in various agricultural courses to the local tribal people with special reference to relevant skills needed in local agricultural polytechnics . . . . .	11.25	151
116.	The Gujarat State Fertilizers Company Limited, Baroda deserve appreciation for having undertaken a useful project for helping the tribal farmers of Baroda District in raising their agricultural output. It is hoped that other Fertilizer Undertakings would also help in propagating scientific methods of cultivation in neglected tribal areas .	11.26	151
117.	Innovative scheme for agricultural development taken up by the Administration of Pondicherry in collaboration with the Indian Overseas Bank in village Thimmanayakanpalayam indicates that economic development of Scheduled Castes working as marginal cultivators and tenants can be brought about if necessary supply of credit and inputs in time can be provided and guidance given to them by the field workers. Such projects as sponsored by the Indian Overseas Bank should be emulated by other financial agencies to help the Scheduled Castes all over the country.	11.27	152
118.	Complete information should be collected about the number of beneficiaries belonging to Scheduled Castes and Scheduled Tribes in respect of the schemes operated by the Small Farmers Development Agencies . . . . .	11.33	153
119.	A large number of land alienation cases which occurred prior to January, 1970 in Kerala should be brought within the purview of the Kerala Land Reforms Act, by making suitable amendments, . . . . .	11.36	154
120.	Alienation of tribal land is taking place in spite of the special provisions for protecting the tribal lands. Continuous vigilance on the part of the State authorities is required to put a stop to this practice and at the same time necessary steps require to be taken for the restoration of alienated lands . . . . .	11.43	155

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121.	The Government of Maharashtra should try to find out ways and means to bring their land regulation under the Ninth Schedule to the Constitution to exempt the tribals from the payment of exorbitant land assessment charges in Akkalkuwa Taluka of Dhulia District . . . . .	11.46	155
122.	Completion of land records is an essential pre-requisite for the successful implementation of land reforms. Non-recording of the rights of the tenants, share-croppers and small farmers has deprived the poor Scheduled Caste/Tribe persons from getting institutional finance. The absence of pattas has also led to the gradual erosion of rights of the actual cultivators. It is hoped that this work would be soon completed . . . . .	11.52	156
123.	Good suggestions were made by the Chief Conservators of Forests and Forest Utilisation Officers in their meetings held to discuss the exploitation of minor forest produced relating to tribal economy. It is hoped that the suggestions would be implemented properly for furthering the interests of Scheduled Tribe persons living in the forest areas . . . . .	11.62	159
124.	Privileges and concessions of the tribal people in forest villages should be published in the various regional languages in the form of a booklet for free distribution amongst the tribals . . . . .	11.63	159
125.	The Forest Department of the Government of Gujarat has done some good work in Dahod area of Panchmahals District for aforestation as well as for the employment of tribals at fair wages . . . . .	11.64	159

## CHAPTER 12—COOPERATION

126.	Persons belonging to Scheduled Castes and Scheduled Tribes should derive adequate benefit from the general co-operatives. It is good to note that the Reserve Bank of India has decided that 20 per cent of the loaning capacity of the cooperative societies for short-term and medium-term loans should be earmarked for the weaker sections of the society, specially for Scheduled Castes and Scheduled Tribes . . . . .	12.23	163
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127.	The role of the Tribal Development Corporations should be suitably defined in the overall cooperative and marketing structure in the States for giving better service for catering to the needs of the tribals in the sub-plan areas . . . . .	12.33	164
128.	Banks and other financial institutions did not actively participate and cooperate with Andhra Pradesh Scheduled Castes Cooperative Finance Corporation in taking up schemes for the economic uplift of Scheduled Castes. The reluctance of the Reserve Bank to recognise the Corporation, as a Central Bank in the matter of seeking concessional finances from it in the interest of the weaker sections was also standing in the way of making available loans at concessional rates of interest. However, in spite of the reluctance on the part of the banks and cooperative institutions, the Corporation had started to play a meaningful role in improving the economic condition of Scheduled Castes in Andhra Pradesh. Much more can be achieved if the Commercial Banks and Reserve Bank come forward to help the Corporation . . . . .	12.44	166
129.	Maximum resources of the Punjab Scheduled Castes Land Development and Finance Corporation should be utilised for the poor Scheduled Castes and the most backward communities among them. Landless Scheduled Castes should be encouraged to take to other occupations like dairy, small scale and cottage industries etc. to make their economy sound. The field staff of the Corporation should be given special extension training and greater publicity of its schemes should be attempted through various mass media including the Vigyapan service of the All India Radio . . . . .	12.46	166
130.	To give preference to neglected sections among the Scheduled Castes, the Haryana Harijan Kalyan Nigam had started distributing its funds in the ratio of 30 : 70 among persons belonging to Chamar community and other Scheduled Castes. It is hoped that this policy decision would lead to the economic improvement of most backward sections among Scheduled Castes . . . . .	12.49	167

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131.	The Development Corporations meant for Scheduled Caste persons can serve their purpose only if requisite funds are made available to them by the State Government concerned and the nationalised Banks. It would be more purposeful if the grants given by the State Government concerned are used as margin money by the Development Corporations so that the beneficiaries can obtain loans from the Commercial Banks. Though this practice has been adopted by the Development Corporations of Scheduled Castes in some States, it is found that the response of the Banks has not been encouraging. Suitable instruction in the matter also require to be given to the Banks . . . . .	12.52	167
132.	The programme of training of Scheduled Caste and Scheduled Tribe persons in the methods of cooperation should be taken up more seriously by the State Governments and Union Territory Administrations. This is also a field where non-official organisation can play a useful role. The scheme and training and orientation programmes should be entrusted by the State Governments to the non-official agencies . . . . .	12.54	167

### CHAPTER 13—HOUSING

133.	Quite a large number of beneficiaries belonging to the Scheduled Castes and Scheduled Tribes have not been able to construct their houses on the sites allotted to them. It may be due to lack of resources or allotment of uneven sites at inconvenient places. It is hoped that the authorities concerned would take steps to render necessary credit assistance and also get the sites developed or changed in genuine cases of hardship . . . . .	13.7	171
134.	Separate data should be compiled to know as to what extent persons belonging to Scheduled Castes and Scheduled Tribes have benefited from the social housing schemes and general housing schemes . . . . .	13.11	173-174
135.	The Delhi Development Authority should take adequate care to rehabilitate all the affected persons belonging to Scheduled Castes and Scheduled Tribes whose houses/		



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	shops have been demolished in the Capital, on alternate sites. They may also take suitable steps in removing the genuine grievances of the settlers in the new colonies .	13.14	175
136.	All the Housing Boards should make reservations at least in proportion to the population of Scheduled Castes and Scheduled Tribes to their population in the States concerned for allotment of tenements built by them under various schemes . . . . .	13.15	177
137.	There is still a lot of ground to be covered in solving the housing problems of the persons belonging to Scheduled Castes and Scheduled Tribes and to ensure adequate benefits to them from General Housing Schemes . . . . .	13.17	177
138.	Latest instructions issued by the Union Ministry of Home Affairs regarding pattern of housing schemes during Fifth Plan can be helpful in removing the segregation of Harijan localities and to bring about social integration . . . . .	13.18	178
<b>CHAPTER 14—MEDICAL AND PUBLIC HEALTH</b>			
139.	Since Primary Health Centres and sub-centres are expected to cater to the medical and health care needs of the tribal population it is essential that the existing Centres/ sub-centres in tribal areas should be fully equipped and wherever they do not exist, new ones should be established . . . . .	14.1	179
140.	There is not only need for opening of new Primary Health Centres and sub-centres but for a lot of improvement to be made by way of providing requisite number of medical personnel, medicines and other equipments to the other existing dispensaries and hospitals functioning in these areas. While providing these facilities the aim should be to augment curative as well as preventive facilities in the tribal areas so as to help the tribals in getting the ailments cured and also to educate them in better health habits, family planning and nutritional values. For this purpose it is suggested that the State Governments should prepare time-bound programmes in their sub-plans, giving clear indications of inputs, size and the areas proposed to be covered and the details of the different phases under which physical targets of the programmes are likely to be achieved . . . . .	14.12	180

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141. Necessary steps should also be taken to see that not only the posting orders issued to the doctors, nurses and other medical personnel to serve in tribal areas are implemented fully but the medical personnel also serve the tribal people with full sympathy and zeal to ameliorate their long standing sufferings . . . . .		14.12	180
142. As already recommended in earlier reports it is reiterated that immediate steps should be taken by Central and State Governments to provide drinking water facilities to all the tribal areas under tribal sub-plans. Further, in tribal areas alongwith provision of safe drinking water, Scheduled Tribes need to be educated about the use of uncontaminated and safe drinking water . . . . .		14.20	181-182
143. State Governments with tribal concentration who have not yet constituted Prevention and Control of Water Pollution Boards should also take necessary action to constitute the same . . . . .		14.20	181-182
144. State Governments should provide the drinking water facilities in Scheduled Caste areas, where there are not existing and help them in using the facilities where the same are available but they are not able to use the same, by strictly enforcing the provisions of the Untouchability Act. Side by side, use may be made of Government of India's scheme of giving subsidies for the provision of drinking water wells, pumps and tanks in the localities and areas predominantly inhabited by the Scheduled Castes. .		14.21	182
145. All the State Governments concerned may give fillip to the important programme of provision of drinking water for Scheduled Castes under the Fifth Plan proposals .		14.21	182
146. All State Governments and Union Territory Administrations should provide mid-day meals to Scheduled Castes and Scheduled Tribes children to increase their enrolment in primary classes . . . . .		14.24	182
147. The nutrition programmes should be extended further to more areas so as to cover larger population. While extending these programmes care has to be taken to avoid the shortcomings observed in the implementation of these programmes . . . . .		14.26	183

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148.	Wherever irregularities have been observed in distribution of nutrition food in some areas, orders should be issued to give stringent and exemplary punishment to the culprits so that the people responsible for such acts against the children and the nursing mothers do not dare to do so again. Further, while selecting the new centres under this programme, priority should be given to the needs of more backward areas . . . . .	14.26	183
149.	To give fillip to the Applied Nutrition Programme more facilities of Horticulture, Fisheries and Poultry should be provided in rural and tribal areas and more kitchen and school gardens should be raised so that their produce can be utilized for the benefit of the pre-school children and nursing mothers . . . . .	14.29	183
<b>CHAPTER 15—LISTS OF SCHEDULED CASTES AND SCHEDULED TRIBES</b>			
150.	It is hoped that the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1976 would be passed by Parliament and thus the long drawn difficulties of Scheduled Castes in regard to the removal of area restrictions within the State boundaries would be overcome. After this Bill has been enacted, it is hoped that the Government will bring forward a fresh legislation for inclusion of new communities in the lists of Scheduled Castes and Scheduled Tribes . . . . .	15.5	184
<b>CHAPTER 17—ORGANISATION OF THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES</b>			
151.	It is hoped that the Ministry of Home Affairs would consider the desirability of augmenting the staff in the Zonal offices and open more sub-offices so that there is one office in each State to look after the interests of Scheduled Castes and Scheduled Tribes. The decision to create two Inspecting Teams is also a welcome one but there is still need for sanctioning more staff for the Headquarters and the proposals submitted to the Ministry of Home Affairs in this regard should be considered . . . . .	17.3	187

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<b>CHAPTER 18—ADMINISTRATIVE SET UP AT THE CENTRE AND THE STATES TO LOOK AFTER THE INTERESTS OF SCHEDULED CASTES AND SCHEDULED TRIBES</b>			
152.	It was stated in the earlier Reports of the Commissioner that there should be a separate Department in the Ministry of Home Affairs with distinctive wings to look after the interests of the Scheduled Castes, Scheduled Tribes, etc. The implementation of this recommendation has assumed more importance for the successful implementation of the 20-point Economic Programme of the Prime Minister with reference to the persons belonging to these categories .	18.1	188
153.	At all levels, the staff for the administration and supervision of the schemes for backward classes should be strengthened. It is felt that suitable strengthening of the staff of the divisional and district levels and creation of regional offices is urgently needed so that the schemes for the Scheduled Castes and Scheduled Tribes are effectively implemented.	18.5	188-189
154.	States which have not so far set up Legislative Committees on the welfare of Scheduled Castes and Scheduled Tribes should do so . . . . .	18.7	189
<b>CHAPTER 19—NON-OFFICIAL AGENCIES</b>			
155.	The State Governments and the non-official agencies working in the field should chalk out a time bound action programme for speedy and effective economic and social betterment of the Scheduled Castes and the Scheduled Tribes. There is no doubt that such a coordinated action by the Central and State Governments and non-official agencies would definitely go a long way in removing the helplessness of these most oppressed communities. It is hoped that the Central and State Governments will give due consideration to the suggestions made in this respect particularly in the last Report . . . . .	19.3	190
156.	It is recommended that the State Governments/Union Territory Administrations should enhance the funds for giving grants-in-aid to non-official agencies which are doing remarkable work in various social spheres and also create public opinion all over the country for removal of the practice of untouchability through their propaganda workers and Pracharaks . . . . .	19.4	191

1	2	3	4
157.	In view of the satisfactory work done by the Hind Sweepers Sevak Samaj, it is suggested that their new proposals for opening of typewriting and shorthand training centres for Scheduled Castes and vocational training-cum-production unit for Sweepers etc. may be given sympathetic consideration by the Central and State Government concerned .	19.7	191
158.	It is also hoped that the State Governments concerned will no doubt seek the assistance and services of these voluntary organisations of repute by entrusting more responsibilities to them to make the 20-Point Programme, a success .	19.20	193
<b>CHAPTER 22—RESEARCH INTO THE PROBLEMS OF SCHEDULED CASTES AND SCHEDULED TRIBES</b>			
159.	Quite a significant progress has been made in the field of allotment of land to the Schedule Castes and the Scheduled Tribes, provision of house-sites to them, liquidation/moratorium of recovery of debts from them, fixation of minimum wages, eradication of Bonded Labour System, supply of essential commodities at controlled prices to the Scheduled Caste and the Scheduled Tribe students living in hostels, supply of books and stationery at controlled prices and enlargement of employment and training facilities to the Scheduled Castes and the Scheduled Tribes under the New Apprenticeship Act under the Prime Minister's 20-Point Economic Programme. It is, therefore, desirable that evaluative studies should be carried out to find out the impact of the various schemes launched by various State Governments under these programmes. It is also necessary to find out the limitations of such measures so as to suggest the corrective action required to see that the desired benefits reach the needy persons belonging to the Scheduled Castes and the Scheduled Tribes. It is also recommended that the organisations engaged in the task of carrying out research into the problems of the Scheduled Castes and the Scheduled Tribes should take up those studies immediately and work as eyes and ears of the administrators in the field . . . . .	22.4	196
160.	The new development effort in the tribal areas will require well thought out training programmes at the various levels: (a) for the top executives; (b) for the middle level managements; and (c) for those functionaries who come in actual		

1	2	3	4
	contact with the people. It is suggested that the Tribal Research Institutes should review their training schemes and integrate them suitably with the research programmes to come up to the latest developments taking place in such areas . . . . .	22.4	196
	<b>CHAPTER 23—DENOTIFIED, NOMADIC AND SEMI-NOMADIC TRIBES</b>		
161.	In order to wean away the Denotified Communities from their criminal pursuits and to improve the conditions of Nomadic and Semi-nomadic tribes, some important recommendations were made in the Annual Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1971—73 which were reiterated in the Annual Report for the year 1973-74. It is yet to be seen whether any action has been taken at the Central and State level to implement these recommendations or not . . . . .	23.3	197
162.	As already stated in previous reports the Nomadic and semi-Nomadic Tribes have to be gathered together and settled in a particular place by making them to understand that such a settled life will pay a good dividend to them. They may be provided with land and free amenities for agricultural operations . . . . .	23.7	197-198
163.	Since the Central Government have now declined to make any grant in the Fifth Five Year Plan under the centrally sponsored programmes, no new scheme could be thought of. Considering the above difficulties the socio-economic measures already taken up for the welfare of these communities might, it is feared, result in deterioration of their conditions because the State Governments and Union Territory Administrations find their financial resources insufficient to meet the needs of these communities. Hence, the Government of India should consider reviving the assistance for Denotified Tribes under centrally sponsored schemes during the remaining years of Fifth Five Year Plan . . . . .	23.9	198
164.	The programme of the Bharatiya Ghumantu Jan Sevak Sangh, New Delhi for the Nomadic Tribes is encouraging and if various non-official agencies work in collaboration with State Governments concerned for implementing various welfare measures, these communities can lead a normal life and they can be brought in the mainstream of social life . . . . .	23.12	198

## CHAPTER 2

### EDUCATION

[Articles 15(4) and 46]

#### Enrolment

Education for the Scheduled Castes and Scheduled Tribes is the surest means to cross the social, psychological and economic barriers under which they have been labouring for centuries. The Fifth Five Year Plan attempts to make a new break in educational planning with the introduction of the Minimum Needs Programme. A specific time bound programme has been accepted for universalisation of elementary education. However, the progress of enrolment at elementary stage has not been encouraging. The annual increase in the coverage of all children in the 6—11 age group has been just 2 per cent. The State Secretaries' conference held in June, 1975, concluded that "the consequence of this slow rate of increase and the reduction in allocation was particularly severe on the hitherto deprived sections of the community viz., Scheduled Castes, Scheduled Tribes and girls."

#### Central Advisory Board of Education

2.2 In 1974, the Central Advisory Board of Education had, *inter alia*, requested the State Governments to prepare sub-plans for tribal areas expeditiously. The States were also urged that the implementation of these programmes should not be held up on any account. They were also asked to quantify their efforts for the development of the Scheduled Castes and Scheduled Tribes in general and for tribal areas in particular. It is understood that the progress of quantification has not been very encouraging. This exercise needs to be speeded up. The progress of implementation of the educational programmes is also not very happy. In some States there are multiple lines of command over educational institutions in the same areas. In some States the responsibility for education in tribal areas is deemed to be that of the Tribal Welfare Departments. **Since elementary education under the Minimum Needs Programme is the responsibility of the General Sector, it is desirable that all State Governments should place the ultimate responsibility for the educational development in tribal areas with the State Education Departments. As a matter of fact, whatever may be the internal administrative arrangements in a State, the direction of educational development for Scheduled Castes and Scheduled Tribes should be taken charge of by the concerned State Education Department.**

2.3 The Central Advisory Board of Education in their meeting held in November, 1975, showed special concern for the educational development of the Scheduled Castes, Scheduled Tribes and other

weaker sections of the Society. They were of the view that more intensive measures would have to be taken for the spread of education among the Scheduled Castes and Scheduled Tribes. The Board recommended the following steps for the spread of education among the Scheduled Castes and Scheduled Tribes:—

- (1) Vigorous efforts should be made to spread elementary education among Scheduled Castes and Scheduled Tribes. There should be adequate provision for incentives like mid-day meals, uniforms, free books, etc.
- (2) An adequate institutional infrastructure should be created in tribal areas for providing universal elementary education.
- (3) Special programmes should be launched for tribes at less than 5 per cent literacy levels.
- (4) The educational administration should be streamlined and strengthened wherever necessary keeping in view the more difficult nature of the terrain.
- (5) Organisation of an intensive and nation-wide programme for discovery and development of talent among the weaker sections and to ensure that the talented children among these social groups will have access to good middle, secondary and higher education through a programme of development of quality institutions in adequate numbers in all parts of the country, and provision of scholarships (combined with placement) and hostels on an adequate scale.
- (6) Reservation of seats should be made for children from the weaker sections of the community in good quality institutions at all stages and special provisions made for individual attention, personal guidance and remedial instruction to enable them to take full advantage of such institutions.
- (7) Adequate steps should be taken to ensure that children from the weaker sections get good education in English, Science and Technology and also get admission to all useful and prestigious courses.
- (8) The University Grants Commission should evolve special norms suited to the hill and tribal areas for all its programmes of assistance to collegiate and university education in the hill States.

- (9) Grants should be made available for Bharat Darshan and other forms of travel by tribal students and staff so that they may become acquainted with the great changes taking place in the country as a whole.
- (10) A planned approach should be made to the urgent need for giving special training to tribal students and staff so that they may become teachers in the schools, colleges and universities.

2.4 The suggestions made by the Board are welcome. **It is recommended that urgent action should be taken by all the State Governments/Union Territory Administrations to implement these suggestions.**

### Ashram Schools

2.5 The concept of an Ashram school combines both functional and literacy based education, relieving the tribal parent of the burden of feeding and clothing his school-going children, besides providing a congenial school atmosphere. The curricula include the purposive activities related to simple crafts, which are expected to have a bearing on the future life of the tribal students. As such these schools are expected to reduce the incidence of absenteeism and the resultant wastage and stagnation among the school-going tribal children. These institutions also provide free boarding and lodging facilities to the inmates apart from supplying books, stationery etc., as incentives to the tribal parents to send their children to school. These schools are specially suited for sparsely populated tribal areas where normal primary schools cannot be opened in each village.

2.6 The scheme of Ashram schools is included in the State Sector in various States/Union Territories. Under this, some State Governments/Union Territory Administrations have started this type of schools for the benefit of tribal students. Such schools have also been started by some non-official agencies. An attempt was made to collect information about the number of Ashram schools existing in various States/Union Territories during the year under report. However, the requisite information has been received only from few State Governments/Union Territory Administrations. Available information in this regard is given below:—

State/Union Territory	Number of Ashram Schools	Number of Inmates in these schools
1	2	3
1. Andhra Pradesh (1972-73)	187	10,150
2. Gujarat (1973-74)	138	15,499
3. Himachal Pradesh (1972-73)	3	Not available
4. Jammu & Kashmir (1974-75)	1	16
5. Karnataka (1974-75)	65	3,875
6. Kerala (1972-73)	55	1,650

1	2	3
7. Maharashtra* (1973-74)	198	11,230
8. Madhya Pradesh (1974-75)	144	2,915
9. Orissa (1972-73)	110	1,220
10. Rajasthan (1973-74)	8	235
11. Tamilnadu (1972-73)	73	4,264
12. Uttar Pradesh	12	1,220
13. Tripura (1973-74)	1	Not available
14. Manipur (1973-74)	6	527

\*Ashram Schools run by non-official Agencies only.

It would be seen from the above table that the number of Ashram schools in some States/Union Territories having large tribal populations, like *Himachal Pradesh, Rajasthan, Orissa and Tripura* is quite inadequate. **It is, therefore, desirable that the State Governments concerned should take early action to increase the number of Ashram schools, specially in sparsely populated tribal areas.**

2.7 The Government of *Madhya Pradesh* are of the view that wastage of education among Scheduled Tribe students which is very high (almost upto 95 per cent) in primary schools, is almost negligible in Ashram Schools. The State Governments are further of the opinion that to promote education among tribals in an effective manner, the Ashram schools will provide the most appropriate answer to the problem of education in the tribal areas. The State Government, therefore, propose to convert the existing primary schools into Ashram schools in the tribal areas which need them most. During the Fifth Plan period the State Government propose to convert 250 existing primary schools into Ashram schools at a cost of Rs. 591.25 lakhs.

2.8 The Government of *Bihar* propose to establish on an average one Ashram school per Block in the Sub-Plan areas of 119 Blocks with an additional Plan outlay of Rs. 372 lakhs. The action proposed by the State Government to convert the primary schools into Ashram schools in the sparsely populated tribal areas is commendable. **Similar action should also be taken by the other State Governments having concentration of tribal population to convert primary schools in sparsely populated tribal areas into Ashram Schools. It should however be ensured that the conversion is not only in name but the converted Ashram schools actually impart craft-based education to justify the expenditure involved in running these schools and these do not drift into ordinary residential schools. All the State Governments/Union Territory Administrations having Ashram schools in their States/Union Territories should also ensure that the Ashram Schools already functioning there actually impart craft-based education. For that purpose, it was recommended in the previous Report, that evaluative studies should be carried out on the working of these schools in various States/Union Territories, by the Tribal Research Institutes. The action taken by the Institutes in this regard is yet to be known. The recommendation is therefore reiterated.**



## Hostels

2.9 The need for providing adequate hostel facilities to Scheduled Caste and Scheduled Tribe students has already been emphasised in the earlier Reports. Provision for the construction and maintenance of Backward Classes hostels exists under the State Sector. Under the Central Sector, provision has been made for the scheme for construction of hostels for Scheduled Caste and Scheduled Tribe girls.

### State Sector

2.10 The number of Scheduled Caste and Scheduled Tribe hostels in the country during 1974-75 was collected from various State Governments/Union Territory Administrations but the requisite information was furnished by only few State Governments. The available information regarding the number of Scheduled Caste and Scheduled Tribe hostels and the number of inmates therein, is given in the table below :—

Sl. No.	State/Union Territory	No. of hostels for			Number of Sch. Caste/Scheduled Tribe inmates in these hostels		
		Sch. Castes	Sch. Tribes	Total	Sch. Caste	Sch. Tribe	Total
1	2	3	4	5	6	7	8
1.	Andhra Pradesh (1974-75)	1000	256	1256	47527	12762	60289
2.	Bihar (1973-74)	90	180	270	3635	5176	8811
3.	Gujarat (1972-73)	158	193	351	5994	10419	16413
4.	Karnataka (1974-75)	418	16	434	18233	719	18952
5.	Kerala (1973-74)	52	5	57	1200	510	1710
6.	Madhya Pradesh (1972-73)	300	1350	1650	7000	30000	37000
7.	Maharashtra (1973-74)	620	652	1272	29000	30600	59600
8.	Orissa (1972-73)	316	452	768	12640	18080	30720
9.	Rajasthan (1972-73)	121	122	243	4840	4800	9640
10.	Tamil Nadu (1975-76)	574	15	589	36151	660	36811
11.	Uttar Pradesh (1973-74)	95	1	96	3800	40	3840
12.	Dadra & Nagar Haveli (1972-73)	N.A.	8	8	N.A.	320	320
13.	Lakshadweep (1972-73)	—	5	5	—	256	256
14.	Pondicherry (1972-73)	8	—	8	600	—	600
15.	Andaman & Nicobar Islands (1974-75)	—	2	2	—	45	45
16.	Delhi (1975-76)	1	—	1	24	4	29*

\*1 belongs to Economically Backward Class.

It would be seen from the above table that the number of Scheduled Caste and Scheduled Tribe hostels in many States, like Bihar, Gujarat, Kerala, Rajasthan and Uttar Pradesh continues to be quite inadequate. It is, therefore, desirable that urgent steps should be taken by the State Governments concerned to increase the number of Scheduled Caste and Scheduled Tribe hostels in their respective States. The position in this regard insofar as Uttar Pradesh State is concerned is quite alarming in view of the fact that this State has the highest population of Scheduled Caste in comparison to other States. As such urgent attention of the State Government is required to provide adequate number of hostels.

### Supply of essential commodities at controlled prices to students in hostels

2.11 Under the Prime Minister's 20-point economic programme, arrangements have been made for supplying essential consumers goods at concessional rates to various hostels in the country. This is a general scheme and covers all the hostels including the Scheduled Caste and Scheduled Tribe hostels as well as all the inmates of hostels including Scheduled Castes and Scheduled Tribes. An attempt was made to collect information regarding the action taken by the Central and State Governments to implement the scheme. The information received in this regard is discussed in the subsequent paras.

### Action taken by the Union Government

2.12 The Union Department of Civil Supplies and Cooperation, Ministry of Industry and Civil Supplies requested all the State Governments/Union Territory Administrations that in all the cities having a population of one lakh and above as well as other places with smaller population where there were hostels of Universities/degree colleges and where the wholesale/Central Consumer Cooperative Stores were financially strong, arrangements should be made to make supplies to such hostels, subject to demand from the respective heads of institution and from the local student community, on preferential/concessional terms, by such consumer stores. Such terms were to be settled by mutual discussions between the management of the stores and the University/College authorities concerned, with the object of bringing about appreciable reduction in the mess bill of the students. The arrangements were to be coordinated by the cooperatives of students, or of students, staff and employees, if in existence, or by mess committees working under the guidance of responsible university teachers. The State Governments were to satisfy themselves about the suitability of the central/wholesale stores, a selected list of which was supplied by the Ministry. Based on the experience gained, the State Governments could select more centres, where in their opinion, the existing financially strong wholesale/central consumer cooperative stores could undertake concessional supplies to hostels. The main criterion for selecting a consumer store was to be its capacity to undertake

regular supplies of consumer articles effectively to the students' hostels and give some price concessions and other preferential treatment to them.

2.13 The items of essential consumers goods to be supplied on indent by the consumers stores to the students' hostels were to be, in the first instance, foodgrains (non-controlled), pulses, spices, vanaspati and other edible oils, tea, coffee, toilet as well as washing soap, sugar, bread, eggs, butter and salt. Other goods handled were to be controlled cloth, hosiery goods, cycle tyres and tubes, paper and stationery including exercise books, dry battery cells etc., which could be made available even to non-resident students. The price concession was to vary according to the margin of profit on each item available to the societies. The objectives was that while the selected consumers' co-operatives should supply the aforesaid essential articles at concessional/preferential terms for the benefit of the student community, these institutions should not run into losses, because, in that case, they would not be in a position to continue their services on a long-term basis. The mode of payment by the hostels, for the articles supplied was to be according to the arrangements mutually acceptable to the authorities concerned.

2.14 In order to ensure that the scheme is implemented expeditiously, the Ministry of Education requested all the State Governments/Union Territory Administrations to convene meetings of Vice-Chancellors of Universities/Principals of degree colleges, other heads of institutions where students' hostels and approved lodging houses existed and other State officials concerned with cooperatives. These meetings were, *inter alia*, to (a) identify cooperative stores which can be linked to different hostels in Universities/degree colleges; (b) list the commodities and quantities to be supplied by these stores; and (c) determine mutually acceptable terms and conditions for effecting supplies. The Ministry of Education also addressed the University Grants Commission to advise the Vice-Chancellors of Universities to make suitable accommodation available to consumers' stores, in the premises of the universities/degree colleges, on nominal rent. The following additional suggestions were also made by the Ministry to the State Governments :—

- (a) Students or the members of the office staff of the universities/colleges should themselves try to run those stores on a part-time basis to reduce the overhead costs;
- (b) these stores should be open to the students of outside colleges/schools and even to outsiders, if considered possible and necessary to increase their turn over; and
- (c) arrangements should be made to link these stores to the District and State Level cooperatives for getting their supplies regularly at concessional rates.

### Action taken by the State Governments/Union Territory Administrations

2.15 Since the above scheme is a general scheme, the actual benefit accruing to the Scheduled Caste/Scheduled Tribe students is not known. In order to assess the impact of the scheme on the Scheduled Caste and Scheduled Tribe students, all the State Governments/Union Territory Administrations were requested by this office to furnish the details of the action taken by them to implement the scheme, with special reference to the benefits derived by the Scheduled Caste/Scheduled Tribe students. The Ministry of Education also requested various State Governments at the instance of this organisation, to furnish information regarding the number of Scheduled Caste and Scheduled Tribe students benefited by the supply of foodgrains and other consumers' articles. The required information has so far been received from few States and is given below:—

State	Number of students benefited as a result of the supply of			
	Foodgrains		Other essential commodities	
	Sch. Caste	Sch. Tribe	Sch. Caste	Sch. Tribe
1	2	3	4	5
Haryana	138	N.A.	138	N.A.
Maharashtra	52,829	N.A.	52,829	N.A.
Meghalaya	—	4,127	—	—
Andhra Pradesh	N.A.	N.A.	54,637	18,756
Orissa	1,938	7,484	3,258	9,398
Rajasthan	5,225	5,206	5,225	5,206
Tamil Nadu	660	N.A.	660	660
Arunachal Pradesh	N.A.	3,746	N.A.	42,824
Dadra & Nagar Haveli	15	490	N.A.	N.A.
Pondicherry	7	No Scheduled Tribes	7	No Scheduled Tribes

NOTE: N.A.—Not available.

2.16 The Government of *Meghalaya* have informed that the hostels concerned, numbering 135, have been included in the public distribution system. A system of making *ad hoc* allotment of cereals to hostels in addition to the scale laid down under the public distribution system has been evolved and been working satisfactorily. The matter regarding the Organisation of cooperatives in the educational institutions for the purpose of handling civil supplies is under the consideration of the State Government and it may be possible to organize these only from the academic year 1976-77. Efforts are also being made by the State Government to arrange the supply of pulses, edible oils and salt at controlled rates to these hostels in addition to cereals and sugar which are at present made available to them through public distribution system. The Government of *Pondicherry* have informed that they are running 8 hostels for Scheduled Caste boys and girls with a capacity of

600 students. They are given free boarding and lodging in these hostels and do not face any difficulty in this regard. In these hostels essential commodities like rice, sugar and wheat are purchased at controlled rates.

2.17 The Government of *Kerala* have issued instructions that hostels under the control of Harijan Welfare Department and the subsidised hostels for Scheduled Caste and Scheduled Tribe students will be eligible for ration permits for rice, wheat, sugar and wheat products. They will be eligible to get direct from the Civil Supplies Corporation at wholesale rates, products marketed by the Corporation, provided delivery is taken from the depots of the Corporation. In *Uttar Pradesh*, a scheme for supplying essential commodities at controlled prices to students living in hostels and lodges of degree colleges and universities has been extended to cover a number of districts, through consumer cooperative stores set up in the campuses of the institutions. The State Government are taking steps to extend the scheme to the remaining districts also. Harijan hostels are covered under this scheme. The Government of *Gujarat* have taken a number of steps to ensure the smooth supply of essential commodities at controlled rates to hostel students.

2.18 In *Rajasthan*, the State Government have taken steps to ensure that students are given wheat and sugar at 8 K.G. and 1 K.G. per head per month respectively. Kerosene is also made available to them. These concessions are given not only to students living in hostels but also to students living in private lodges and rented houses. Special ration cards are being issued to them. During the visit of a Study Team of this Organisation to a hostel in Banswara it was observed that wheat which was purchased at the rate of Rs. 180—200 per quintal before the introduction of the scheme was now being purchased at Rs. 92 per quintal. It was estimated that this step would result in a saving of about Rs. 35,000 per annum to State Government for the hostels in Banswara district alone. Efforts are being made to set up cooperative societies to cater to the needs of the students. In all cities where Government dairies exist, milk booths for students have been established so that they may get milk and butter at reasonable rates.

2.19 In *Lakshadweep*, all essential commodities are supplied to the students in hostels free of cost. The entire expenditure for running the students hostels is met by the Administration, as the local students are all Scheduled Tribes. In *Himachal Pradesh*, essential commodities at controlled rates are supplied in hostels attached to the University colleges, Government Polytechnics and Junior technical school, except in one college at Simla. In all, 22 hostels having 1,033 students have been covered by this scheme. The State Government have also decided not to levy the overhead charges on the retail prices of wheat and rice in respect of supplies to the students in hostels. Consumers' Cooperative stores

have also been set up in the university and college for supply of essential consumers' articles to the students.

2.20 The Government of *Andhra Pradesh* have issued necessary instructions to the officers concerned to purchase essential commodities for hostels at controlled rates, either from the State Girijan Co-operative Corporation or by obtaining permits from the District Collectors. In *Jammu & Kashmir*, the State Government have taken necessary action to provide essential commodities to all hostels and approved lodging houses through cooperative stores at controlled rates. The Governments of *Uttar Pradesh* and *Madhya Pradesh* have informed that the scheme was being implemented uniformly in their respective States and separate figures for Scheduled Castes/Scheduled Tribes are therefore not available. Information from the remaining States/Union Territories is still awaited.

2.21 The benefit of the scheme is to accrue to only those Scheduled Caste/Scheduled Tribe students who are residing in hostels. Therefore, as already pointed out earlier, **the number of Scheduled Caste and Scheduled Tribe hostels which is quite inadequate in many States should be appreciably increased in those States having Scheduled Castes/Scheduled Tribes population to enable more Scheduled Caste/Scheduled Tribe students to derive benefit of the scheme.**

#### Working of Backward Classes Hostels

2.22 As already pointed out in the earlier Reports, the working of the Scheduled Caste and Scheduled Tribe hostels in various States is far from satisfactory. For example, in a study conducted by the Karnataka Legislative Committee on welfare of Scheduled Castes and Scheduled Tribes, on the working of the Backward Classes hostels in Mysore, Bellary, Raichur, Gulbarga, Bidar and Bijapur districts of the State, the facts revealed were "most horrible and pathetic to say the least". The Committee observed that the real benefit of these hostels was not going to the persons for whom these were meant, and that these were being run more or less on commercial basis for the benefit of the persons managing them. Some of the common irregularities noticed by the Committee were as follows :—

- (i) Inflated attendance of inmates in the hostels;
- (ii) Insufficient supply of diet even to the existing inmates;
- (iii) Non-supply of uniforms;
- (iv) Non-supply of mates and bed-sheets;
- (v) Lack of medical attention to students resulting in emaciated health;
- (vi) Insanitary conditions both in and around the hostels;
- (vii) Dilapidated conditions of some of the buildings in which these hostels were being run;

- (viii) Preparation of diet in the kitchens in unhygienic conditions;
- (ix) Lack of bathing and lavatory facilities; and
- (x) Storage of drinking water in the drums where rubbish could be put.

The Committee, therefore, recommended as follows :—

- (i) Immediate steps should be taken by the State Government to institute an independent enquiry into the working of all the Scheduled Caste and Scheduled Tribe hostels and take suitable action to set right the drawbacks pointed out by them.
- (ii) Since there is no contribution from the management of the grant-in-aid hostels and there are many complaints against them, it is desirable to take over these hostels and run them departmentally.
- (iii) Managements of some hostels got liberal contribution from outside agencies like CARE, World Food Organisation and other Christian Missions. Whenever such facilities are provided, they should be channelised through the District authorities, and the State Government should be informed by the hostel managements as well as the outside agencies giving donations so that proper utilisation and checking of the same can be ensured.

2.23 It would be seen from the above findings of the Committee that the working of Scheduled Caste/Scheduled Tribe hostels in *Karnataka* is in a very bad shape. **It is, therefore, desirable that the State Government should look into the matter and implement the recommendations of the Committee at an early date. It is also desirable that the working of Scheduled Caste/Scheduled Tribe hostels in other States should also be investigated by the State Governments concerned to ensure that the benefit of expenditure incurred on these hostels is actually derived by the Scheduled Caste and Scheduled Tribe beneficiaries for whom these are actually meant.**

#### Student managed hostels

2.24 As mentioned in the previous Report, the Government of *Andhra Pradesh* abolished the Backward Classes College hostels managed by the State Social Welfare Department from the year 1974-75, in order to put a stop to the segregation of Scheduled Caste and Scheduled Tribe students. The students displaced due to the abolition of these hostels were to be accommodated in general hostels and those displaced students who could not be accommodated in the general hostels could start student-managed hostels for them. The boarders residing in these hostels are granted Government of India scholarships, in addition to Rs. 180 per annum sanctioned to them as establishment charges for meeting the expenditure on staff, rent of buildings etc. The number of student-managed hostels so far started

in the State is not known. It was proposed to accommodate 16,000 students in such hostels by the year 1975-76. A Study Team of this Organisation which visited Vishakhapatnam district in September, 1975 observed that in the case of the displaced professional and post-graduate students admitted to hostels attached to colleges, full mess charges amounting to Rs. 120 to Rs. 175 per month were met by Government. In addition, they were also paid Rs. 25 per month as pocket money. However, other students who joined the same hostels as fresh boarders were given only Government of India Post-matric scholarship. Thus the students of the same classes and staying in the same hostel were paid scholarships at different rates. **It is desirable that this anomaly should be removed and uniform rates of scholarships should be paid to both the categories of hostellers.**

2.25 It was also observed that the student-managed hostels were not working satisfactorily. At Vishakhapatnam, it was found that the boarders felt great difficulty in meeting the expenses on mess, clothing, toilets etc. with the stipend amount of Rs. 80 per month they were getting. There were no cots in the hostel and the students had to sleep on floor on their own beds. One of the rooms was leaking and three of the inmates had, therefore, to sleep in a very small room. **It is desirable that the maintenance of the buildings of the student-managed hostels should be done properly by the State Government.**

#### Central Sector Girls hostels

2.26 The Centrally sponsored scheme of Girls hostels was introduced to give an impetus to education among the Scheduled Caste and Scheduled Tribe girls. The details of the scheme have already been given in the previous Report. A provision of Rs. 200 lakhs has been made for this scheme under the Fifth Five Year Plan. Out of it, Rs. 25 lakhs were provided for 1974-75 and the provision was raised to Rs. 64 lakhs in 1975-76. In view of the rise in the cost of building material, the question of raising the ceiling limit of grant-in-aid for the construction of hostel buildings was under the consideration of the Government of India for sometime past. It has now been decided by the Government to raise the ceiling limit of grant-in-aid under the scheme to Rs. 3,200 per student if accommodation only is provided and Rs. 4,450 per student if accommodation as well as ancillary facilities like dining hall, kitchen, sanitary blocks etc. are provided. The State Governments/ Union Territory Administrations have been requested by the Government of India to draw plans and estimates on the above basis.

#### Supply of books and stationery to students at controlled prices

2.27 An important measure in the field of education in the Prime Minister's 20-Point Economic Programme was to ensure that text books and stationery were available at reasonable prices to all school, college and university students. Prices were to be controlled and book banks established. Many

States and Union Territories already have schemes for the supply of free text books to school children belonging to the Scheduled Castes and the Scheduled Tribes and coming from deprived sections of the society but these schemes differ in coverage and scope from State to State. The Union Ministry of Education have suggested to various States/Union Territories that the intention now is that instead of supplying a limited number of text-books to some children, text book banks should be established to start with in all the primary and middle schools and such banks should provide text books on loan basis to all children of Scheduled Castes, Scheduled Tribes and other deprived sections studying in Classes I to VIII. Thus, the same book can be used for two or three years. The book banks are expected to have at least as many sets of text books of such classes as there are Scheduled Caste and Scheduled Tribe children in those classes (roughly 15 per cent on an average). The Ministry of Education have also arranged to supply paper for books and exercise books to State Governments on controlled prices to enable them to supply books and stationery to students. **If an increased number of Scheduled Caste/Scheduled Tribe students are to derive benefit from the scheme, the provision made by various State Governments/Union Territory Administrations for the supply of stationery and text-books to the students belonging to these communities will have to be increased appreciably. It is, therefore, desirable that all the State Governments/Union Territory Administrations should take necessary action in this regard to ensure that all the Scheduled Caste/Scheduled Tribe students get the benefit of the scheme.**

2.28 All the State Governments/Union Territory Administrations were requested by this office to furnish information regarding the various steps taken by them for the supply of stationery and books to students at controlled rates and to start book banks, specially for Scheduled Caste and the Scheduled Tribe students. The requisite information has been received from ten State Governments/Union Territory Administrations and is given below:—

2.29 In *Gujarat*, many secondary schools have introduced book banks. The State Government have nationalised the publication of text books of primary and secondary schools, to make the same available to students at controlled rates. A provision was made in the State Plan for the supply of free text books to the Scheduled Caste/Scheduled Tribe students of VIII to XI Classes and other weaker sections of the society. In *Rajasthan*, the State Nationalised Board of Text-Books, has ensured that books for students upto VIII Class are made available at prices fixed by them. This Board is responsible to release books for students upto VIII standard, which are already nationalised. Of the 52 nationalised books prices of 37 books have been reduced. For students of secondary and higher secondary classes, the Board of Secondary Education has agreed that it will assume responsibility for providing new books to students at controlled prices within two years. Thus these books will also be nationalised by 30-6-77. About 2,450 tonnes of paper

was used for preparing more than 2.5 crore exercise books worth Rs. 1.22 crores. These exercise books were made available to students at controlled prices. The State Governments also decided that book banks should be established in as many educational institutions as feasible. At present 326 book banks having 1,12,232 books are functioning in the State.

2.30 In *Kerala*, text books have been nationalised. A scheme of book banks has been introduced in the State. Books are given on loan to Scheduled Caste and Scheduled Tribe students at the beginning of the year and are returned at the end of the year. If the books are not returned, the lump sum grant is not paid. This scheme covers only non-detailed books and it is expected to be extended to text-books also during the next academic session. The scheme covers 11,000 schools in the State at present. The headmasters have been made responsible for distribution of books. They receive books from text book depots and distribute them to students charging the price. In case of Scheduled Caste students, books are supplied from book banks. In *Uttar Pradesh*, the State Government have taken steps to arrange supply of text books and exercise books to students at cheaper rates. Arrangements have also been made to supply free text books to students belonging to weaker sections of the society and Book Banks have been established to provide better educational facilities to them. In *Himachal Pradesh*, 82 Book Banks have started functioning in educational institutions. Exercise books are supplied to students at controlled rates. Paper at concessional rates is supplied to publishers for printing text books.

2.31 The Government of *Andhra Pradesh* have made arrangements to supply books and stationery to students at controlled prices. The State Government have issued instructions that all the Scheduled Caste and Scheduled Tribe students should be supplied free text-books in schools. In *Jammu & Kashmir*, a scheme for the provision of books and stationery at controlled prices to all school and university students is being implemented as a part of the 20-Point Economic Programme. *Lakshadweep* Administration have informed that books and stationery are supplied to students free of cost under the education scheme of the Union Territory. The entire expenditure under the scheme is met by the Administration.

2.32. The Government of *Meghalaya* have informed that the scheme for the production and distribution of text books has already been taken up. Two text-books have been published and are being distributed at approved prices. Adequate watch is being kept on the prices of other text books. This scheme, it is claimed by the State Government, will benefit the students substantially by bringing down the prices of text books either by way of subsidy or through the establishment of the State Text Books Corporation. The latter is a plan scheme and it is expected that the Corporation will be established in 1976. In the meantime, the syllabus and curriculum

committee has been constituted by the State Government. The new curriculum for the schools in the State is expected to follow NCERT guidelines and the syllabus and text-books for the future use will be completely nationalised and produced by the State Text Books Corporation. It may be possible to introduce the new syllabus and text-books and arrange their sale at controlled and reduced prices from the academic session 1975-76. Exercise books of different types are also being manufactured in the State and their sale through school and college sources and other approved channels have been arranged by the State Government. The prices of these commodities have been fixed.

2.33 In *Tripura*, under the existing arrangement the text-books have been nationalised upto I and II Classes and books are supplied by the State Education Department. For the rest of the classes books are obtained by the students directly from the open market. There is no scheme at present to nationalise these books and no shortage of text-books is felt. The question of making available text-books or exercise books and stationery to the students through their own co-operative societies or to organise Book Banks is under the consideration of the State Government.

#### **Book-Banks in Colleges**

2.34 It was considered in the sixth meeting of the High Power Committee held in September, 1975 under the Chairmanship of the Prime Minister that the outlay of Rs. 187 crores in the Fifth Plan for Post-matric Scholarships did not include specifically any provision for book grants. The additional expenditure on the assistance in the form of books to Scheduled Caste/Scheduled Tribe students was estimated to be of the order of Rs. 15 crores. The number of beneficiaries expected to take advantage of the Post-matric Scholarships scheme at the end of the Fifth Plan was estimated to increase from 4 lakhs to 7 lakhs. In view of this it was decided that the feasibility of opening book banks in professional colleges like Engineering/Medical should be considered. Under the proposed arrangement, important text-books could be purchased by the institutions out of grants provided to them for the purpose and made available to the students concerned. The books would be recovered from the students at the end of the courses. The Ministry of Home Affairs were requested to intimate the follow-up action taken in the matter. The Ministry have, however, informed that the matter is still under their consideration in consultation with the Planning Commission. **It is desirable that an early action should be taken in the matter.**

#### **Post-matric Scholarships**

2.35 Award of Post-matric Scholarships to Scheduled Caste and Scheduled Tribe students is one of the most important centrally sponsored programmes under the Backward Classes Sector. Under this programme, all the Scheduled Caste and Scheduled Tribe students pursuing post-matric education and

fulfilling the prescribed means test are eligible for the award of scholarships. The number of scholarships has been steadily increasing from only 114 in 1944-45 when the scheme was initiated to about 3.91 lakhs in 1974-75. Out of these, the number of awards made to Scheduled Caste students during the year was 3.32 lakhs as compared to 2.71 lakhs in 1973-74 and the number of awards to Scheduled Tribe students was 0.59 lakh as compared to 0.32 lakh in 1971-72. It is estimated that the number of scholarship holders will reach about 7 lakhs by the end of the Fifth Five Year Plan. The total outlay on this programme during the Fifth Plan period will be of the order of Rs. 200 crores.

#### **Rationalisation of the Scheme**

2.36 The revised regulations for the award of Post-matric Scholarships issued in September, 1974, were made applicable from the academic session 1974-75. The details of the changes introduced in these regulations were given in the previous Report. Under the revised rules, the means test for the award of these scholarships as well as the rates thereof were liberalised to the benefit of the Scheduled Caste and Scheduled Tribe students. However, the following two categories of Scheduled Caste/Scheduled Tribe students were adversely affected by the revised regulations:

- (i) Scheduled Caste/Scheduled Tribe students in full-time employment; and
- (ii) Scheduled Caste/Scheduled Tribe students who are the third, fourth etc. children of their parents/guardians pursuing post-matric education.

2.37 A large number of representations were received in this Organisation from Scheduled Caste/Scheduled Tribe students and parents/guardians belonging to the above two categories as well as many organisations representing Scheduled Castes and Scheduled Tribes, soon after the issue of the revised regulations, protesting against the withdrawal of the relevant concessions which were hitherto available to these two categories of students under the old regulations. The matter was taken up with the Union Ministry of Home Affairs who were requested to look into the matter and take necessary action to amend the relevant clauses of the revised regulations which adversely affected the above mentioned categories of students, but the Ministry did not agree to these suggestions. However, the following amendments to the revised regulations were also issued by the Ministry in August, 1975:—

- (i) The means test in the case of Scheduled Tribes will be effective from the year 1976-77 and not from 1975-76. All the eligible Scheduled Tribe candidates applying for these scholarships will be granted the same, irrespective of the income of their parents/guardians during the academic years 1974-75



and 1975-76. Those applying for the scholarships from 1976-77, will be subjected to the same means test as is applicable to the Scheduled Castes.

- (ii) In the case of students who were admitted to the benefits of Post-matric Scholarships Scheme under the old regulations, prior to the 17th September, 1974, the rates prescribed under the new Regulations will apply from 1-4-1974 till they complete the course/stage of study for which they were awarded scholarships. Thus, the students who were awarded scholarships under the old regulations will continue to receive these till they complete their courses.

2.38 The above amendments are welcome. However, representations still continue to be received from the Scheduled Caste/Scheduled Tribe students in full-time employment regarding the hardships being faced by them due to their having become ineligible for the award of these scholarships under the revised regulations. The decision taken by the Ministry of Home Affairs in this regard not to agree to the grant of scholarships to such students is rather disquieting. There appears to be little justification in debarring a student from the award of scholarship simply because he/she is in full-time employment, as his income may be meagre and he may be the only bread winner in the family with a number of dependents on him. His family income may in fact be less than the income limit prescribed in the means test. Such students are sometimes compelled to take up employment to support their families in the absence of any other earning member in their families. Since they want to improve their educational qualifications, which forms the basis for improving their earning capacity, they join evening courses to pursue their Post-matric studies. They therefore, need encouragement in their efforts but the relevant clause in the revised regulations, on the other hand, discourages them in this regard. It is, therefore, felt that instead of debarring the Scheduled Caste/Scheduled Tribe students in full-time employment from the award of these scholarships, the eligibility for the same should be made dependent on the level of their total family income and the number of family members they have to support. **It is, therefore, recommended that the relevant clause in the revised regulations should be suitably amended so that Scheduled Caste/Scheduled Tribe students in full-time employment become eligible for the award of these scholarships subject to the same means test as is prescribed for the non-employed students, with the only difference that in the case of the employed students the total income of all the family members including the income of the employed students concerned should be taken into consideration for assessing their income for the purpose of the means test.**

#### Private Pilots Licence Course

2.39 The Government of India in the Ministry of Home Affairs have decided to exclude the Private Pilots Licence Course for the award of Post-matric

Scholarships, from December, 1975. It is learnt that the Ministry of Civil Aviation have introduced a new scheme to grant 20 scholarships every year to Scheduled Caste/Scheduled Tribe candidates for flying training upto Private Pilots' Licence Standard from October, 1975. Ten of these scholarships will be awarded to those whose parents' income is Rs. 6,000 or less per annum (Grade A) and the remaining ten to those whose parents' income is more than Rs. 6,000 but less than Rs. 12,000 (Grade B). Candidates whose parents' income is less than Rs. 6,000 will also receive their training free. In addition, they will be paid a living allowance of Rs. 175 per month and Rs. 100 per year for books. They will also be exempted from the payment of fees for their flying licences and medical examination. Scheduled Caste/Scheduled Tribe candidates whose parents' income is more than Rs. 6000 and less than Rs. 12,000 will have to pay flying charges at the rate of Rs. 25 per hour and the living allowance for them will be Rs. 150 per month besides Rs. 100 per year for books. The rates of allowances have been slightly reduced for the candidates whose parents live at the place of training.

2.40 The stoppage of scholarships to Scheduled Caste/Scheduled Tribe pilot trainees under the Government of India Post-matric Scholarship Scheme will cause a lot of hardship to them as this is quite a costly course and it may not be possible for them to pursue it without scholarships. In case, the starting of the new scheme by the Ministry of Civil Aviation is one of the reasons for excluding the course from the purview of the Post-matric Scholarship Scheme, the action does not seem to be justified as the number of scholarships under the new scheme is small and many Scheduled Caste/Scheduled Tribe candidates may not be able to fulfil their aspirations to get Pilots' training. It is, therefore, desirable that the Ministry of Home Affairs should reconsider the matter and may allow to keep this course within the purview of Government of India Post-matric Scholarships Scheme.

#### Renewal of Post-matric Scholarships to failed Scheduled Caste/Scheduled Tribe students pursuing engineering and medical courses

2.41 According to Clause VII(ii) of the Post-matric Scholarship regulations, "if a Scheduled Caste/Scheduled Tribe scholar pursuing medical and engineering courses fails in the examination for the first time, the award may be renewed". In response to a clarification sought by the Government of *Andhra Pradesh*, the Union Ministry of Home Affairs have interpreted the said clause as follows:—

"Only one failure is condoned throughout the M.B.B.S. Course. A student who fails for the second time at any stage of this course will not be eligible for the award of scholarship thereafter for the entire duration of the course".

2.42 A number of representations were received in this organisation from Scheduled Caste medical students of *Andhra Pradesh* regarding the difficulties

experienced by them as a result of the above interpretation. In pursuance of the Ministry's above clarification, the Scheduled Caste medical students in that State who fail for the second time in the course will not be entitled for grant of scholarship for the entire duration of the remaining period of the course. For example, if a student fails for the second time in II Year of M.B.B.S. course, he is not granted scholarship throughout the remaining period of the course. The only alternative open to him is either to give up the course or to continue it after meeting the expenses from his own pocket. However, as only those Scheduled Caste/Scheduled Tribe students whose parents' income is very small, are granted these scholarships, it is almost impossible for their parents to bear the high expenses of the medical and engineering education. He will, therefore, be compelled to give up his course. In that case, all the expenditure incurred by Government on the grant of scholarship to the student prior to his second failure in the course will go waste.

2.43 It is a well-known fact that medical and engineering courses are quite difficult and in many cases even students from the general communities fail in these classes a number of times. This is particularly true of Scheduled Caste/Scheduled Tribe students who come from families with poor educational background. It may also be mentioned that Scheduled Caste and Scheduled Tribe students are admitted to medical and engineering courses on relaxed standards. They, therefore, need encouragement and facilities to complete these courses for which they got admission after a great struggle.

2.44 According to the representations received in this organisation, the practice in vogue until November, 1975 was that a Scheduled Caste/Scheduled Tribe student pursuing such courses and receiving Post-matric Scholarship, was entitled to the renewal of the scholarship if he failed for the first time in any class of the course. If he failed for the second time, his scholarship was not renewed during the next year. However, if he passed his class next year, his scholarship was again sanctioned in the next class as a fresh case. The matter was therefore, taken up with the Ministry of Home Affairs who were requested to reconsider the matter and agree to continue the earlier practice. However, this was not agreed to by the Ministry on the plea that the rule regarding condonation of one failure in the case of Medical/Engineering Courses could not be relaxed any further and that, even prior to November, 1975, only one failure was condoned throughout the entire M.B.B.S./Engineering Courses.

2.45 In this connection, it may be pointed out that the intention is not that more than one failure of such students should be condoned, but that their scholarships which were not renewed on their second failure in such a course, should again be sanctioned as fresh cases when they subsequently pass the examination in which they earlier failed. It is perhaps, nowhere provided in the Post-matric Scholarship

regulations that if such a student fails for the second time, his scholarship should be stopped for the entire remaining period of the course, compelling the student to give up the course in the middle. Apparently Clause VII(ii) of the regulations means that if such a student fails for the second time in a course, his scholarship should not be renewed next year. However, if he passes that examination the next year, his scholarship should be sanctioned again as a fresh case. This has been the practice followed by all State Governments in this regard and it appears to be justified also on account of reasons stated above. To confirm this contention, enquiries were made regarding the procedure being followed in this regard in *Uttar Pradesh, Tamil Nadu, Karnataka and Delhi* and these Governments/Administrations have confirmed the above presumption.

2.46 It is, therefore, desirable that the matter should be reconsidered by the Ministry of Home Affairs and necessary instructions issued to enable the Government of *Andhra Pradesh* to sanction scholarships to such students on their subsequently passing the examinations in which they had earlier failed, so that they may not be compelled to stop their medical courses in the middle. **It is suggested that the existing position may be reiterated by amplifying Clause VII(ii) of the Post-matric Scholarship regulations to read as follows:**

**"If a Scheduled Caste/Scheduled Tribe scholar pursuing medical and engineering courses fails in the examination for the first time, the award may be renewed, if he/she fails for the second time in that or for the first time in a subsequent class of a course the award may not be renewed. Whenever he/she passes that examination the award for the next class may be sanctioned as a fresh case".**

2.47 It has been observed that some institutions are withholding the payment of the scholarship amount to the students on the plea that scholarships are sanctioned subject to the satisfactory progress of the students during the whole academic year. For example, a Scheduled Caste student of Delhi Polytechnic, Delhi, has represented to this Organisation that his scholarship for 1974-75 was sanctioned by Delhi Administration but part of the scholarship amount was withheld by the institution without referring the matter to the sanctioning authority, on the plea that the student had not made satisfactory progress in the periodical test. The matter was referred to Delhi Administration as well as the Principal of the institution, both of whom have justified the action of the institution in withholding part of the scholarship. According to the Post-matric Scholarship regulations, if a student pursuing an Engineering or Medical course fails in the examination for the first time, his scholarship may be renewed. In the present case, however, even a part of the scholarship sanctioned during the first year of the course itself was withheld by the institution. It is also provided in the said regulations that if the progress of a student is not satisfactory, action to stop or withhold scholarship is to be taken, if considered necessary, by the sanctioning authority on receipt of a report from the institution.



The action of the institution in withholding part of the scholarship without referring the matter to the sanctioning authority, therefore, is not justified. It is, therefore, desirable that Delhi Administration should look into the matter and do the needful. **It should also be ensured by all the State Governments/Union Territory Administrations that in future any deduction from the scholarship amount is made only by the sanctioning authority and not by the institutions themselves. The Ministry of Home Affairs may also take necessary action in this regard.**

### Correspondence Courses

2.48 A number of Universities have introduced correspondence courses in view of the increasing demand for admissions in various Post-matric courses. However, under the existing Post-matric Scholarship regulations, the Scheduled Caste/Scheduled Tribe students pursuing these courses are not eligible for the award of scholarships. A number of representations have been received by us from Scheduled Caste/Scheduled Tribe students pursuing such courses for provision in the regulations for the award of scholarships to them. It was, therefore, recommended in our report for 1971-73 that the Union Ministry of Home Affairs should consider the desirability of including such courses under the scheme for the grant of Post-matric scholarships. The Ministry have however, not accepted our recommendation, on the plea that most of the State Governments were of the view that if the correspondence courses were included the students could easily resort to fraudulent measures to receive scholarships and it would be difficult to keep a check. The argument advanced by the Ministry does not appear to be logical. The correspondence courses have been started by universities or colleges affiliated to Universities. It should not therefore, be difficult to keep a check on the award of scholarships to Scheduled Caste/Scheduled Tribe students. Even if some difficulties are anticipated in keeping check, some ways and means should be found out for the same and that should not be a reason to deprive the otherwise eligible Scheduled Caste/Scheduled Tribe students of the award of scholarships.

2.49 Education through correspondence courses is an important means of non-formal education on which more and more stress is being laid by Government. The Central Advisory Board of Education have recommended that at the University stage part-time and correspondence education should be developed and all encouragement given for programmes for self-study. This is more true for the students belonging to Scheduled Castes and Scheduled Tribes and other backward communities who cannot pursue formal higher education on account of economic reasons. Many of them have to take up some employment to support their families even if the salaries received by them are meagre. In order to improve their educational qualifications with a view to improving their economic status, they join some correspondence courses. **It is, therefore, desirable that the Ministry of Home Affairs should reconsider the matter and make necessary provision in the Post-matric**

**Scholarship Regulations for the award of scholarships to Scheduled Caste/Scheduled Tribe students subject to the fulfilment of the same means test as has been suggested by us in the case of full-time employed students elsewhere in this Report, i.e. the total income in their case should include the income of their parents if any as well as their own income.**

### Delay in the award of Scholarships

2.50 A number of complaints are still being received from Scheduled Caste/Scheduled Tribe students regarding the delay in the award of Post-matric scholarships. Some of these complaints relate to the difficulties faced by Scheduled Caste/Scheduled Tribe students in obtaining application forms from the institutions concerned. For example, it was learnt that in the Union Territory of Delhi, instead of supplying printed copies of application forms to the educational institutions, the Director of Education was supplying only specimen copies of these forms to them, asking them to get the required number of copies cyclostyled. Some of the educational institutions, on the other hand did not get these forms cyclostyled on the plea of lack of funds, with the result that students had to face considerable difficulty in obtaining the forms. **It is, therefore, desirable that Delhi Administration should supply sufficient number of printed forms to the institutions, well in time, to enable the students to apply before the due date prescribed by them for the receipt of applications.**

2.51 The Government of India have been making various suggestions to all the State Governments/Union Territory Administrations, from time to time, regarding the steps to be taken to eliminate delay in the payment of Post-matric scholarships. The details of these suggestions have already been given in the earlier Reports. The action taken by the various State Governments/Union Territory Administrations on these suggestions is given at Appendix I. **Since delay in the sanction and disbursement of Post-matric Scholarships to Scheduled Caste/Scheduled Tribe students defeats the very purpose for which these are awarded, it is recommended that all the State Governments/Union Territory Administrations which have not yet taken necessary action on the suggestions of the Central Government to avoid delay in the award of these scholarships, should do so urgently.**

### Overseas Scholarships to Scheduled Castes, Scheduled Tribes, Denotified, Nomadic and Semi-Nomadic Tribes

2.52 Under the Government of India Overseas Scholarships Scheme, started in 1954-55, scholarships are awarded to Scheduled Castes, Scheduled Tribes, Denotified, Nomadic and Semi-Nomadic Tribes, for post-graduate research/studies abroad in the subjects for which facilities are not available in India. The total number of scholarships which was increased from 9 to 21 in 1972-73, was further increased to 28 during the year 1974-75. Out of these, 15 are earmarked for Scheduled Castes, 8 for Scheduled Tribes, 3 for other economically backward classes and 2 for Denotified, Nomadic and Semi-Nomadic

Tribes. During the year under report, due to carrying forward of some unutilised scholarships from the previous year, the total number of scholarships available was 37 (13 for Scheduled Castes, 13 for Scheduled Tribes, 9 for other Economically Backward Classes and 2 for Denotified, Nomadic and Semi-Nomadic Tribes). Against these, 707 applications were received (241 from Scheduled Castes, 65 from Scheduled Tribes, 387 from other Economically Backward Classes and 14 from Denotified, Nomadic and Semi-Nomadic Tribes) and 33 candidates were sanctioned scholarships (11 Scheduled Castes, 12 Scheduled Tribes, 9 other Economically Backward Classes and 1 Denotified, Nomadic and Semi-Nomadic Tribe). Thus 4 scholarships remained unutilised during the year. Out of the sanctioned scholarships also, the scholarships of 2 Scheduled Castes and 1 Scheduled Tribe were cancelled on their requests, thus raising the total number of unutilised scholarships to 7.

2.53 The Union Ministry of Home Affairs have informed that the reason for some scholarships remaining unutilised is the non-availability of candidates possessing the required standard of qualifications. They have also informed that it is not desirable to lower the standard for the award of scholarships as it would be impossible to secure admission of scholars with relaxed standard, in educational institutions abroad. It is good that steps are being taken to give maximum benefit of this scheme to Scheduled Caste and Scheduled Tribe students by even carrying forward the unutilised scholarships but it is also necessary that suitable measures like giving wider publicity to the scheme, be taken to see that all the scholarships are utilised by deserving Scheduled Caste and Scheduled Tribe students.

#### **ADMISSION OF SCHEDULED CASTE AND SCHEDULED TRIBE STUDENTS TO VARIOUS EDUCATIONAL AND TECHNICAL INSTITUTIONS**

##### **Medical Colleges**

##### **Admission to Under-graduate Courses**

2.54 The Union Ministry of Education issued general instructions to reserve 15 per cent and 5 per cent seats for Scheduled Caste and Scheduled Tribe candidates respectively for admission to the under-graduate courses in all Medical Colleges in the country. A relaxation of 5 per cent in marks was also recommended for candidates belonging to these communities, in cases where admission is restricted to candidates who obtain a certain minimum percentage of marks. The percentages of reservation quota actually fixed by different State Governments/Union Territory Administrations varies from State to State and have already been enumerated in the previous Report. It was also mentioned in that Report that some private medical colleges were not giving the above concessions to Scheduled Caste/Scheduled Tribe candidates and the following eight private medical colleges were charging capitation fee from candidates for admission :—

- (1) Kakatiya Medical College,  
Warrangal (Andhra Pradesh).

- (2) Rangaraya Medical College,  
Kakinada (Andhra Pradesh).
- (3) Medical College,  
Jamshedpur, (Bihar).
- (4) Medical College,  
Sholapur (Maharashtra).
- (5) Medical College,  
Gulbarga (Karnataka).
- (6) Kasturba Medical College,  
Manipal (Karnataka).
- (7) Medical College, Davangere,
- (8) Medical College,  
Belgaum, (Karnataka).

It was recommended that the State Governments/Universities concerned should not allow these colleges to charge capitation fee and ask them to reserve 20 per cent seats for Scheduled Caste and Scheduled Tribe candidates. The action taken in the matter is not known. It is, therefore, reiterated that the State Governments/Universities concerned should take early action to persuade these colleges not to charge capitation fee for admission and to reserve 20 per cent seats for Scheduled Caste/Scheduled Tribe candidates.

##### **Central Universities**

2.55 As already mentioned in the previous Report, all the Central Universities except Aligarh Muslim University have agreed to reserve seats in medical colleges for Scheduled Caste/Scheduled Tribe candidates. According to available information, Aligarh University have still not made any provision for the reservation of seats in their medical college. The attitude adopted by the University is rather deplorable. It is therefore reiterated that the Union Ministry of Education and the University Grants Commission should take necessary action to make the University fall in line with the other Central Universities in this regard.

##### **Legislation for the reservation of seats in Medical Colleges**

2.56 The Government of West Bengal have enacted "The West Bengal Medical and Dental Colleges (Regulation of Admission) Act, 1973" and "The West Bengal Medical and Dental Colleges (Regulation of Admission) (Amendment) Act, 1974", in which, *inter alia*, provision has been made for the reservation of 15 per cent and 5 per cent of the available seats for Pre-Medical Course in all the Medical and Dental Colleges in the State, for Scheduled Caste and Scheduled Tribe candidates, respectively. It has also been provided therein that the selection of candidates should be made on the basis of competition in the joint Entrance Examination amongst candidates for these reserved seats only. An attempt was made to find out whether similar legislation had been enacted by some other State Governments also. According to the available information, however, no other State Government have taken such legislative measures. The action taken by the Government of West Bengal is commendable. It is recommended that other State Governments/Union Territory Administrations should also take similar legislative measures to

reserve seats for Scheduled Caste and Scheduled Tribe candidates in medical, dental and engineering colleges.

### Admission to Post-graduate Courses

#### Recommendations of the Central Government

2.57 The Union Ministry of Health was requested by our Organisation to persuade various State Governments as well as the All India Institute of Medical Sciences, New Delhi and Post-graduate Institute, Chandigarh to reserve 20 per cent seats—15 per cent for Scheduled Castes and 5 per cent for Scheduled Tribes, for admission to the various post-graduate medical courses and also to give a relaxation of 5 per cent in the minimum marks required for admission to these courses, in favour of such candidates. The matter was taken up by the Ministry with various State Governments and the two Institutes in this regard. However, the response to the Ministry's suggestion has not been encouraging.

#### Action taken by the State Governments/Union Territory Administrations

2.58 The State Governments of *Maharashtra, Kerala, Andhra Pradesh, Punjab* and *Tamil Nadu* agreed to make the necessary reservation of seats for Scheduled Caste/Scheduled Tribe candidates in Post-graduate courses. However, so far as the relaxation of the minimum standard for admission to these courses is concerned, only the Government of *Punjab* have agreed to give 5 per cent relaxation in minimum marks for admission to the courses in which a certain percentage of minimum marks has been prescribed, provided the Scheduled Caste/Scheduled Tribe candidates concerned have obtained the minimum pass marks prescribed. In case the reserved seats still remain unfilled a further relaxation in marks is given in order of *inter se* merit amongst Scheduled Caste/Scheduled Tribe candidates themselves so that all the reserved seats are filled by candidates belonging to these communities. The Governments of *Kerala* and *Tamil Nadu* are silent on this point while the Governments/Administration of *Maharashtra, Assam* and *Goa, Daman and Diu* have not agreed to relax the minimum standard in this regard. The views of other State Governments/Union Territory Administrations have not been received by the Ministry. The right course is to admit Scheduled Caste/Scheduled Tribe candidates after relaxing the minimum standards and then provide them with intensive coaching for about 3 to 6 months before the commencement of the post-graduate courses to enable them to attain the requisite standards. This has been done in other courses and can be conveniently followed in the case of medical courses as well. As already recommended earlier, it is, therefore, reiterated that all the State Governments/Union Territory Administrations who have not yet made the necessary reservation of seats in Post-graduate medical courses should take early action to reserve 15 per cent and 5 per cent seats for Scheduled Caste/Scheduled Tribe candidates respectively and also to provide a relaxation of 5 per cent marks in the minimum standard required for admission to these courses.

### All India Institute of Medical Sciences

2.59 In the All India Institute of Medical Sciences, New Delhi, 25 per cent of the seats are reserved for those who have served in the rural areas for more than 2 years, medical graduates from Backward areas and Scheduled Caste and Scheduled Tribe candidates for admission to various Post-graduate courses. No specific reservation of seats has been made separately for Scheduled Caste/Scheduled Tribe candidates. Apparently, while framing the above regulations, the Institute did not follow the instructions of the Ministry of Health for reserving 20 per cent seats in post-graduate courses in the Institute—15 per cent for Scheduled Castes and 5 per cent for Scheduled Tribes. **It is, therefore, recommended that early action may be taken by the Institute to implement the instructions of the Ministry of Health, by reserving specifically 20 per cent seats in post-graduate courses for Scheduled Caste/Scheduled Tribe candidates.**

2.60 The all India Institute of Medical Sciences, New Delhi have allowed a relaxation of 5 per cent in the minimum marks in M.B.B.S. for eligibility for admission to post-graduate courses. The concession allowed by the Institute is commendable. It has, however, been observed that the condition of having passed the M.B.B.S. examination with not more than 2 failures has not been relaxed in favour of Scheduled Caste/Scheduled Tribe candidates.

2.61 The Ministry of Health and Family Planning are of the view that "the Post-graduate medical education cannot be equated with under-graduate Medical courses, viz., M.B.B.S. Whereas M.B.B.S. is only for the purpose of entering medical profession, post-graduation is a specialised training in any selected branch of medicine and a specialist plays a prominent role in medical care, medical teaching and research programmes of the Nation. As such, notwithstanding the fact that the Government is committed to provide all possible concessions to Scheduled Castes and Scheduled Tribes with a view to ameliorating their condition and to bring them to the level of other advanced sections of the community, it will not be proper to lower the standard of the post-graduate medical education by reserving or relaxation in the matter of admission to such courses and that nothing should be done which may ultimately have the effect of reducing the standards or quality of teaching particularly at the post-graduate level".

2.62 The views expressed by the Ministry of Health do not appear to be justified. The standard is to be relaxed only for admission to a course and the standard ultimately to be acquired for passing that course is not to be lowered. As a matter of fact a Scheduled Caste/Scheduled Tribe candidate will not be able to pass a course unless he achieves the required standard. There is, therefore, no justification in not lowering the required minimum standard for admission of Scheduled Caste/Scheduled Tribe candidates to post-graduate courses on the plea that it will have the effect of reducing the standard or quality of teaching.

2.63 It is, therefore, desirable that the condition of not more than two failures should also be relaxed slightly for Scheduled Caste/Scheduled Tribe candidates, by allowing such candidates with not more than three failures in all the M.B.B.S. examinations to be called for assessment for admission to post-graduate courses, so that all the seats reserved for such candidates are actually filled by them.

#### Special coaching facilities for Scheduled Caste and scheduled Tribe students in Medical Colleges

2.64 As already mentioned in the previous Report, the Union Ministry of Health had suggested to all the State Governments/Union Territory Administrations to impart special coaching to Scheduled Caste and Scheduled Tribe students admitted to Medical Colleges, who were found to be below standard as revealed by their performance in the terminal examinations. In response to these suggestions the Governments of *Maharashtra, West Bengal, Tamil Nadu, Assam and Haryana* took action to impart special coaching to all weak students including Scheduled Caste and Scheduled Tribe students. An attempt was made during the year under Report to collect information regarding the action taken by the remaining State Governments who had not yet introduced special coaching to Scheduled Caste and Scheduled Tribe students. The Administration of *Goa, Daman and Diu* have informed that Scheduled Caste and Scheduled Tribe students who are found to be below par are given special coaching in specific subjects. The Government of *Karnataka* have informed that the Vice-Chancellors of the Universities in the State will be moved to take up the programme of special coaching from the University funds as there was no budget provision in the Health or Social Welfare Departments of the Government to meet the expenditure. The Government of *Uttar Pradesh* have informed that the matter is still under their consideration.

2.65 It would be seen that the suggestion of imparting special coaching to weak Scheduled Caste and Scheduled Tribe students in medical colleges has not yet been implemented by many State Governments/Union Territory Administrations. It may be pointed out here that many Scheduled Caste and Scheduled Tribe students are admitted to medical colleges under relaxed standards and they find it difficult to pull on well with the class. As already recommended earlier, it is, therefore, reiterated that the State Governments/Union Territory Administrations who have not yet introduced special coaching for weak Scheduled Caste/Scheduled Tribe students in medical colleges should take early action to do so now, to ensure that such students do not have to face any difficulty in completing their courses.

#### Indian Institutes of Management

2.66 There are three Indian Institutes of Management in the country at Ahmedabad, Bangalore and Calcutta, *inter alia*, to provide professional training in management and related subjects to persons from Industry, Institutions and Associations connected with industry and commerce as well as individuals.

The Union Ministry of Education issued directions to the Institutes in 1964 to reserve 20 per cent seats (15 per cent for Scheduled Castes and 5 per cent for Scheduled Tribes) for admission. One of the Advisory Officers of the Ministry dealing with these institutions has been designated as Liaison Officer to look after the interests of Scheduled Caste and Scheduled Tribe students both for implementing quota of reservation for appointment and for admission of students to these institutes. The position regarding the implementation of the Ministry's directions in this regard, however, varies from Institute to Institute. For example, in the Indian Institutes of Management, Ahmedabad and Bangalore, requisite number of seats are reserved for Scheduled Castes and Scheduled Tribes but in Indian Institute of Management, Calcutta no reservation has been made so far, for Scheduled Caste and Scheduled Tribes. It is, therefore, desirable that immediate action should be taken by the Institute to implement the instructions of the Ministry to reserve 20 per cent seats for Scheduled Caste and Scheduled Tribe candidates.

#### Relaxation in minimum standard required for admission

2.67 The minimum standard required for admission to these Institutes has been relaxed in the case of Scheduled Caste and Scheduled Tribe candidates. For example, in Indian Institute of Management, Ahmedabad, a relaxation of 10 per cent is given to Scheduled Caste/Scheduled Tribe candidates in the minimum marks required for eligibility for admission to the Institute. In Indian Institute of Management, Calcutta, Scheduled Caste/Scheduled Tribe candidates are given 25 per cent additional marks in the evaluation. In Indian Institute of Management, Bangalore, fulfilment of the minimum requirements by Scheduled Caste/Scheduled Tribe candidates suffices for their straight admission to the Institute. It is, no doubt, commendable that all the Institutes are allowing relaxation of minimum standard for admission of Scheduled Caste and Scheduled Tribe candidates. However, as will be seen from the available admission information of these Institutes given in the table below, the intake of Scheduled Castes and Scheduled Tribes is quite small and in case of Indian Institutes of Management, Calcutta and Bangalore going down.

Indian Institute of Management	Number of applications	Number of applicants appeared for test	Number of candidates qualified and appeared for interview	Number of candidates selected
<b>Ahmedabad</b>				
1972 . . .	68	57	22	4
1973 . . .	86	77	16	5
1974 . . .	194	112	35	7
1975 . . .	267	152	69	21
<b>Calcutta</b>				
1974-75 . . .	N.A.	N.A.	N.A.	8
1975-76 . . .	N.A.	N.A.	N.A.	1
<b>Bangalore</b>				
1974-76 . . .	8	N.A.	N.A.	5
1975-77 . . .	14	N.A.	N.A.	4

NOTE.—N.A.—Not available.

2.68 It is, therefore, suggested that the matter may be looked into and necessary steps taken by the Ministry of Education and the authorities of these Institutes to ensure that all the seats reserved for Scheduled Caste and Scheduled Tribe candidates are filled by them.

#### Indian Institutes of Technology

##### Revised procedure for admission of Scheduled Castes/Scheduled Tribes and special admission of Scheduled Castes and Scheduled Tribes

2.69 There are five Indian Institutes of Technology in the country located at Bombay, Delhi, Kanpur, Kharagpur and Madras and one Institute of Technology in the Banaras Hindu University at Varanasi. 15 per cent and 5 per cent seats in these Institutes are reserved for Scheduled Caste and Scheduled Tribe candidates respectively, in graduate courses. According to the revised procedure for the admission of Scheduled Caste and Scheduled Tribe candidates prescribed from the year 1975, details of which have already been given in the previous Report, Indian Institutes of Technology are to prescribe a 'cut off' value of marks obtained at the Joint Entrance Examination, approximately at 2/3rd of the 'cut off' value prescribed for non-Scheduled Caste/Scheduled Tribe candidates and admit them on that basis. Since it was not considered possible to fill more than 100 seats against the reserved quota of 220 seats by this method, the remaining 120 seats were to be filled by arranging a special direct admission of Scheduled Caste/Scheduled Tribe candidates to the Indian Institutes of Technology, without any Joint Entrance Examination, by advertising in the leading newspapers and taking other suitable steps. All the Scheduled Caste/Scheduled Tribe candidates who had obtained more than 50 per cent marks in the Higher Secondary Examination in Science stream/Technical stream, etc. were eligible to apply for admission. The first special admission was made during 1975, for the academic session 1975-76. The total number of candidates as well as the number of Scheduled Caste/Scheduled Tribe candidates admitted as a result of the special admission in each of the Indian Institute of Technology, are given in the table below:—

Indian Institutes of Technology	Number of candidates admitted	Number of Scheduled Caste/Scheduled Tribe candidates admitted as a result of		
		Joint Entrance Examination	Direct admission	Total
1	2	3	4	5
Bombay	290	4	39	43
Delhi	256	7	28	35
Kanpur	233	11	31	42
Kharagpur	421	20	43	63
Madras	249	4	32	36
Banaras Hindu University, Varanasi	230	5	18	23
Total	1,679	51 (3.03%)	191	242 (14.4%)

2.70 It would be seen from the above table that a total of 14.4 per cent Scheduled Caste/Scheduled Tribe candidates were admitted to all the Indian Institutes of Technology as a result of the Joint Entrance Examination as well as the direct admission for the session 1975-76. It would also be seen from the above table that the intake of Scheduled Caste/Scheduled Tribe candidates as a result of Joint Entrance Examination was very poor, viz., 3.03 per cent and the remaining candidates were admitted through direct admission. Moreover, in all only 14.4 per cent Scheduled Caste/Scheduled Tribe candidates were admitted by both these ways. This is quite short of the reservation of 20 per cent prescribed for candidates belonging to these communities.

2.71 The Ministry of Education and Social Welfare have informed that the procedure of admission of Scheduled Caste and Scheduled Tribe students to Indian Institutes of Technology through Joint Entrance Examination and direct admission adopted for the session 1975-76 will continue for the 1976-77 session also. It is suggested that the necessary steps should be taken to see that the full quota of 20 per cent of the seats meant for Scheduled Caste and Scheduled Tribe candidates in these institutions is filled up i.e. all the seats which are left over after admitting the students of these communities through Joint Entrance Examination should be filled up through direct admission. In this connection, adequate and timely publicity through mass media like Radio, Press and T.V. should be given to this procedure of direct admission evolved for admitting Scheduled Caste/Scheduled Tribe students of these Institutions. For this purpose, the services of organisations concerned with the welfare of Scheduled Castes/Scheduled Tribes may also be availed of. Last year, full publicity of this scheme could not be made on account of late decision taken in this regard.

##### Special coaching for Scheduled Caste/Scheduled Tribe students

2.72 Since many Scheduled Caste and Scheduled Tribe students belong to families with poor educational background, they have to face hardships in pulling on well with the class after getting admission. For example, a study made by a Study Group of Indian Institute of Technology, Kanpur in 1974 revealed, that in spite of reduced work load given to Scheduled Caste/Scheduled Tribe students, their performance was unsatisfactory. Some Scheduled Caste/Scheduled Tribe students felt that it would take them at least 7-8 years to secure B. Tech. degree. Another study was made by Indian Institute of Technology, Delhi regarding the academic performance of Scheduled Caste/Scheduled Tribe students in the five Indian Institutes of Technology during the Ist Year and Preparatory Classes. The number of students admitted, on rolls, passed and their pass percentages, as revealed by the above study, are given in the table at Appendix II. It would be seen from the above table that several students left by the time they completed the Ist Year in the Institutes, as they could not cope with the courses. Of the remaining, the pass percentage in some classes was as low as 15 per cent



(Indian Institute of Technology, Delhi), 22 per cent (Indian Institute of Technology, Bombay) and 25 per cent (Indian Institute of Technology, Kharagpur). There were still many students, though passed, whose performance was too poor to withstand the strain of the five-year course. It is, desirable that special coaching should be provided to the weak Scheduled Caste/Scheduled Tribe students before the beginning of the academic session, to enable them to attain the required standard. In this connection, the Ministry of Education had informed that facilities had been given for starting summer sessions wherever necessary, and parallel semester instructions in various subjects for Scheduled Caste and Scheduled Tribe students who needed special coaching, from the academic year 1973-74. The follow up action taken in this regard by the various Indian Institutes of Technology is not known. It is, therefore, recommended that the Indian Institutes of Technology which have not yet started special coaching for Scheduled Caste/Scheduled Tribe students should do so at an early date to enable these students to pull on well in their classes.

### Industrial Training Institutes

2.73 There are 356 Industrial Training Institutes in the country as on 1-1-1975, imparting training in engineering and non-engineering trades, under the Craftsman Training Scheme of the Directorate General of Employment and Training, Ministry of Labour. Seats are reserved in these Institutes for Scheduled Caste and Scheduled Tribe candidates in proportion to the percentage of their population in the State/Union Territory concerned. A fixed percentage of stipends at the rate of Rs. 25 per month are given to Scheduled Caste/Scheduled Tribe trainees under this scheme. In addition, some State Governments also give a stipend of Rs. 20 per month to the trainees belonging to these communities.

2.74 Information furnished by the Directorate General of Employment and Training regarding the State-wise and trade-wise enrolment of Scheduled Caste and Scheduled Tribe trainees in the Industrial Training Institutes as on 31-12-1974, under the Craftsman Training Scheme, is given in the statement Nos. 1 and 2 at Appendix III. It would be seen from statement No. 1 that the total enrolment of Scheduled Castes in all the Industrial Training Institutes in the country fell down from 12.12 per cent at the beginning of the year (31-1-1974) to 11.32 at the end of the year (31-12-1974). Similarly, the enrolment of Scheduled Tribes decreased from 2.7 per cent to 2.54. State-wise, the enrolment of Scheduled Castes in the Industrial Training Institutes fell down in all the States/Union Territories having Scheduled Caste population, except in *Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Maharashtra, Uttar Pradesh, Chandigarh* and *Pondicherry* in the case of which the enrolment showed a slight improvement. In the case of Scheduled Tribes the enrolment registered a fall in *Gujarat, Karnataka, Madhya Pradesh, Orissa, Rajasthan,*

and *Tripura*. In the previous Report also it was mentioned that the overall enrolment position in the case of Scheduled Caste/Scheduled Tribe candidates had deteriorated as compared to the earlier year. The continuation of the trend of decrease in their enrolment during the year 1974 is rather disquieting. It is, therefore, recommended that the Union Ministry of Labour as well as the Governments/Administrations of the States/ Union Territories in which the enrolment of Scheduled Caste/Scheduled Tribe trainees has registered a decrease, should enquire into the causes thereof and make earnest efforts to remove the lacunae. In case the reason for a deterioration in the enrolment position is that sufficient number of Scheduled Caste/Scheduled Tribe candidates do not come forward to seek admission in these Institutes, as already recommended in the previous Report, guidance centres on the lines of the centres existing at Delhi, Kanpur, Jabalpur and Madras should be established in all the other States/Union Territories to offer vocational guidance to Scheduled Caste and Scheduled Tribe candidates to attract more of them to take up training at the Industrial Training Institutes.

2.75 Another important reason for the fall in the enrolment of Scheduled Caste/Scheduled Tribe trainees in the Industrial Training Institutes appears to be the low rate of stipends given to them due to which many Scheduled Castes/Scheduled Tribes are discouraged to join these Institutes. Most of these trainees have to stay in hostels and they find it extremely difficult to meet the boarding charges, pocket expenses as well as expenditure on books, apparatus etc. The amount of Rs. 45 (including Rs. 20 offered by some of the State Governments) is too small to meet the expenditure required to be borne by the poor Scheduled Caste and Scheduled Tribe students to undergo training in Industrial Training Institutes. Even the post-matric courses offered by these Institutes are not covered under the post-matric scholarships scheme of Government of India on account of these courses being covered under the stipends scheme of Ministry of Labour and Employment. But there is a vast difference in rates of scholarships being offered to Scheduled Caste and Scheduled Tribe students under the Post-Matric Scholarship Scheme of the Ministry of Home Affairs and those offered for Industrial Training Institute courses under the scheme of the Ministry of Labour and Employment. The rates of stipends offered by the Ministry of Labour and Employment were fixed long back when the cost of living was not as high as at present. Though the rates of Post-Matric Scholarship offered by the Ministry of Home Affairs to Scheduled Castes and Scheduled Tribes have been revised recently, the rates of stipends offered by the Ministry of Labour and Employment for courses in Industrial Training Institutes have not been revised. It is, therefore, suggested that the rates of these stipends should be appreciably increased after taking into consideration the cost of living Index to enable Scheduled Caste and Scheduled Tribe students to meet the hostel and other expenses as well as to give them an incentive to join these Institutes.

2.76 In pursuance of our recommendation made earlier, the Ministry of Labour have taken action to diversify the training programmes under the Craftsman Training Scheme keeping in view the needs of the industries in and around the areas where the Industrial Training Institutes are located. Regarding the requirements of the Scheduled Castes/Scheduled Tribes in public enterprises, in pursuance of our recommendation in the Report for the years 1971-73, the Bureau of Public Enterprises have informed that instructions were issued by them in June 1974 stressing the need for an early forecast of personnel requirements in various categories like unskilled, semi-skilled and skilled etc. posts. The project authorities have also been advised to establish at the earliest possible stage contacts with State Tribal Welfare Departments, local district authorities and training institutes in the area, so that advance action could be taken by them to make available Scheduled Cast/Scheduled Tribe candidates of an appropriate background. **It is hoped that all the State Governments/Union Territory Administrations concerned would take necessary follow up action in order to increase the intake of Scheduled Castes/Scheduled Tribes in the public enterprises.**

2.77 A relaxation of 5 per cent in the minimum marks is allowed to Scheduled Caste/Scheduled Tribe candidates for admission to Industrial Training Institutes. It is, however, learnt that in many cases, in the advertisements inserted in the newspapers to give publicity to the admission notices and the reservation of seats provided for Scheduled Caste/Scheduled Tribe candidates, no mention is made regarding the relaxation in the minimum marks. If due publicity is given to the relaxation allowed to these candidates, it will greatly encourage them to seek admission to the various Industrial Training Institutes. **It is, therefore, desirable that wide publicity should be given by the authorities concerned to the relaxation in minimum marks allowed to Scheduled Caste/Scheduled Tribe candidates to enable more of them to join these institutes.**

### Kendriya Vidyalayas

2.78 There are 170 Kendriya Vidyalayas in the country, run by the Kendriya Vidyalaya Sangathan, imparting pre-matric education, in which admissions are made in accordance with the following priorities :

- (i) children of transferable Defence Personnel;
- (ii) children of transferable Central Government employees;
- (iii) children of officers of all-India Services/autonomous bodies/projects fully financed by the Government of India and Public Undertakings/Corporations etc., whose services may be transferable;
- (iv) children of non-transferable Defence Personnel and Central Government employees; and

- (v) other floating population which includes civilian population desirous of seeking the pattern of studies conducted in the Kendriya Vidyalayas.

2.79 Till the academic year 1975-76, no specific reservations were made for the children of Scheduled Caste and Scheduled Tribe employees in these Vidyalayas although according to the policy of the Sangathan, the Scheduled Castes/Scheduled Tribes children were given preference in each priority category mentioned above. With this provision, the proportional strength of Scheduled Caste and Scheduled Tribe students to total enrolment in these Vidyalayas remained quite discouraging, as mentioned in our earlier Reports and a large number of representations continued to be received in this Organisation from Scheduled Caste and Scheduled Tribe persons as well as various Organisations representing these communities, regarding the difficulties faced by them in getting their children admitted to the various Kendriya Vidyalayas in the country. In the absence of clear reservation of seats for them in these Vidyalayas, the admission of Scheduled Caste/Scheduled Tribe students to these Vidyalayas on a priority basis remained a matter of discretion with the Principals of these schools. The matter was, therefore, taken up with the Kendriya Vidyalaya Sangathan and the Union Ministry of Education, requesting them to make a specific reservation of seats for Scheduled Caste/Scheduled Tribe children in these Vidyalayas as well as to give a relaxation of 10 per cent in the minimum marks prescribed for the admission of these children. A number of recommendations to this effect were also made in our earlier Reports.

2.80 It is gratifying to report that the Kendriya Vidyalaya Sangathan have now agreed to our suggestion and decided that starting from the academic session 1976-77, reservation in respect of new admissions (other than transfer cases from other Kendriya Vidyalayas) in each Vidyalaya will be made at the rate of 15 per cent for Scheduled Castes and 7½ per cent for Scheduled Tribes candidates. Efforts will also be made to admit Scheduled Caste/Scheduled Tribe candidates upto these percentages in each Vidyalaya, if necessary, by admitting in a lower class with the consent of the parents, such of the children who do not qualify for admission in a particular class even after relaxing the qualifying standard. In the event of a tie, the priority categorisation as for general admission in Kendriya Vidyalayas will apply among Scheduled Caste/Scheduled Tribe children also. In the event of sufficient number of Scheduled Caste/Scheduled Tribe children of whatever priority not being available to complete the reserved quota, the vacant seats will be thrown open to children of general categories. The reservation quota will apply to the seats filled by fresh admissions at the beginning of an academic session and will not be applicable to vacancies arising during the session. Similarly, the reservation quota will apply to the total number

of children given fresh admissions in a Kendriya Vidyalaya at the beginning of a session and not to the fresh admissions made in each class. In other words each Vidyalaya and not each class will be the unit for determining the number of Scheduled Caste/Scheduled Tribe children to be given fresh admission every year. There shall be no carrying forward of vacancies reserved for Scheduled Caste/Scheduled Tribe children in a particular class/section. **The decision of the Sangathan is welcome. It is hoped that the same will be implemented in letter and spirit by all the Kendriya Vidyalayas in the country.**

2.81 It is, however, not clear from the decision of the Sangathan as to how much relaxation will be allowed in the minimum marks prescribed for admission of a Scheduled Caste/Scheduled Tribe child before assessing his fitness for admission in a particular class and offering him admission in the next lower class. **It is recommended that the Scheduled Caste/Scheduled Tribe candidates should in the first instance be given a relaxation of 10 per cent in the**

**minimum marks. If still some seats remain vacant a further relaxation in minimum marks should be allowed till all the reserved seats are actually filled by Scheduled Caste/Scheduled Tribe candidates.**

2.82 According to the general principles laid down for admission to the Kendriya Vidyalayas, there is an in-built restriction that children of the employees who have been subject to more transfers during the past seven years, are given preference to the children of employees who were subjected to less transfers. The Sangathan have done away with this restriction in the case of Scheduled Caste and Scheduled Tribe children for admission to Class I of various Kendriya Vidyalayas at Delhi. **It is, however, felt that this restriction should not be applicable to the parents of Scheduled Caste/Scheduled Tribe children at other places also. It is, therefore, recommended that the Kendriya Vidyalaya Sangathan should consider the desirability of doing away with this restriction in the case of all the Kendriya Vidyalayas in the country.**



## CHAPTER 3

### REPRESENTATION OF SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES

[Articles 335 & 16(4)]

#### **Important issues raised at the High Power Committee set up under the Chairmanship of the Prime Minister**

The Government of India have constituted a High Power Committee under the Chairmanship of the Prime Minister to review, among other things, the progress made in the matter of recruitment of Scheduled Castes and Scheduled Tribes in Central Services. The Minister for Agriculture and Irrigation, the Minister for Law, Justice and Company Affairs and the Minister of Home Affairs are, among others, its prominent members. The Commissioner for Scheduled Castes and Scheduled Tribes is a permanent invitee to the meetings of this Committee. Some of the important issues referred to this Committee by the Commissioner for consideration in its sixth Meeting held on 17th September, 1975, decisions taken thereon and the Commissioner's further comments are indicated below:—

#### **(a) Promotional avenues for Scheduled Castes and Scheduled Tribes working as Sweepers and Farashes in Government offices**

3.2 Sweepers and Farashes, most of whom belong to Scheduled Castes or Scheduled Tribes, had no promotional avenues. Attention of the Government was drawn to the undesirability of keeping them permanently engaged in unclean jobs and the necessity of diverting them to non-caste based Class IV services. This resulted in the issue of instructions providing for transfer of such Sweepers and Farashes as possessed educational qualification prescribed for direct recruits as peons. As this ruled out the transfer to such posts of most of the existing sweepers and farashes not possessing the required educational qualification, the matter was referred to the High Power Committee which agreed with the Commissioner and decided that in the case of existing sweepers and farashes, the question of relaxation of educational qualifications might be considered sympathetically, if they possessed elementary literacy and ability to read in Hindi.

3.3 While the intention of the Commissioner in proposing a discussion on this issue in the High Power Committee, was that the benefit of such promotional avenues should go mainly to sweepers/farashes belonging to Scheduled Caste communities so as to shift them from caste-based unclean and menial occupations to non-caste based Class IV services, the Government instructions issued on the subject after the above decision are conspicuous by the absence of any reference to sweepers and farashes **belonging**

to Scheduled Castes. The position was further confused by the addition of another category of Chowkidars who, by and large, do not necessarily belong to the Scheduled Castes or Tribes. Besides, the chowkidar's job even if performed by a Scheduled Caste/Scheduled Tribe person cannot, by any stretch of imagination, be considered as caste-based unclean and menial. The Commissioner is, therefore, strongly of the view that in order to ensure that the benefit of the above decision of the High Power Committee goes to persons belonging to Scheduled Caste and Scheduled Tribe communities who are stagnating in the caste-based occupations, it is necessary that the words "belonging to Scheduled Castes and Scheduled Tribes" are added after the words "Sweepers/Farashes/Chowkidars", in the Government Office Memorandum dated 16th January, 1976. Moreover, the words "give proof of ability to read in Hindi" wherever they appear in the Government Office Memorandum are likely to create further difficulties and problems for such sweepers and farashes working in Central Government Offices/Departments/Union Territory Administrations situated in non-Hindi speaking areas who may not be able to read in Hindi and, as such, they would not be considered eligible for promotion to 25 per cent vacancies of peons reserved for them. For that reason the Commissioner feels that the words "give proof of ability to read in Hindi" may be deleted as the words "possess elementary literacy" are considered adequate to serve the purpose.

#### **(b) Reservation in posts filled by promotion—Zone of consideration**

It was suggested that:—

- (i) the zone of consideration in respect of posts filled by promotion on the basis of selection should be firmly fixed, say at 5 times the number of available vacancies, in order to have greater scope for inclusion of Scheduled Caste and Scheduled Tribe personnel in posts filled by promotion; and that the zone should not be left to the discretion of the Departmental Promotion Committees;
- (ii) the zone should be made applicable separately to the reserved vacancies in the case of Class I and Class II posts also as in the case of Class III and IV posts.

While point (ii) above was discussed and finally not accepted, nothing was said about point (i). It is presumed that the Government is still seized of the matter referred to in point (i) and will take a very

early decision. As regards point (ii), it is again suggested that this rather important issue should be re-examined more sympathetically as in Class I and II posts sufficient number of Scheduled Caste/Tribe Officers is still not available higher up in the seniority lists for inclusion in the zone of consideration, practically nullifying the effect of these orders.

**(c) Provision of carry-forward of unfilled reserved vacancies in respect of posts filled by promotion by selection method in Class I and Class II.**

3.4 While the Government had made a provision of carry-forward of unfilled reserved vacancies in all posts filled by (i) direct recruitment, (ii) promotion on basis of seniority subject to fitness and (iii) promotion by selection in Class III and Class IV posts, similar provision had not been made in promotional posts in Class I and Class II by selection method. After detailed discussions the High Power Committee decided that this question be further examined. The Government of India after examination of this matter, have concluded that the existing orders, which do not make a provision of carry-forward, may continue. The rationale behind this decision is not understood as such a decision is discriminatory and detrimental to the interests of Scheduled Caste/Tribe employees.

**(d) Restriction of the element of component of direct recruitment on the reservation in posts filled by promotion.**

3.5 According to the then existing instructions of the Government of India, if in any post or service the element of direct recruitment exceeded 50 per cent, the remaining portion filled by promotion was not subject to reservation even though the principle of reservation in promotional posts was already accepted by the Government. The matter was discussed by the Committee and it was decided to raise the above limit to 66 $\frac{2}{3}$  per cent thereby allowing reservation for Scheduled Castes and Scheduled Tribes in posts filled by promotion to posts and services for which the element of direct recruitment was not more than 66 $\frac{2}{3}$  per cent. The Government instructions on the subject have since been issued by the Department of Personnel and Administrative Reforms.

**(e) Reservation in posts filled by deputation/transfer**

3.6 The Government has been urged time and again to introduce reservation in posts filled by deputation/transfer as a very large number of posts are filled in that manner and the Scheduled Caste and Scheduled Tribe employees are generally ignored in filling such posts. The Government's view has throughout been very rigid in the matter and, therefore, it was referred to the High Power Committee where decision was taken that before taking any further action information should be collected about the number of technical posts in Class III and Class IV which are filled by deputation/transfer. This was considered necessary as the Government's stand had throughout been that posts filled on basis of deputation/transfer required persons with certain specialisation and definite experience and Commissioner

thought that in Class III and IV posts at least such qualifications were not generally necessary.

3.7 In this connection it may be stated that there have been many instances when initially posts are filled by deputation without applying the principle of reservation; these deputationists are subsequently regularised and absorbed in those posts without any regard to reservations with the result that large number of such posts stand excluded from the purview of reservation orders. On the top of it, promotion to the cadre so formed by the absorption of deputationists, is generally made after specific number of years (say 10 years) service in the lower posts, depriving the Scheduled Caste/Tribe employees of their share of reservation in the promotion quota also. The only remedy to remove this injustice to these communities is to introduce reservations in posts filled by deputation/transfer and also at the initial constitution of a service formed out of the existing incumbents or by absorption of the deputationists.

**(f) Recognition of service associations of Scheduled Castes and Scheduled Tribes**

3.8 The Government has persisted in their stand against the forming of separate associations of Scheduled Castes and Scheduled Tribes as these are purported to be based on caste, tribe or religion.

3.9 The High Power Committee felt that recognition of separate association of employees formed on the basis of their being Scheduled Castes or Scheduled Tribes would give rise to internal friction and would not only prevent their absorption in the mainstream but would also lead to unhealthy repercussions amongst other employees who might also start clamouring for recognition of other similar groups or associations.

**(g) Relaxation for Scheduled Castes and Scheduled Tribes in stenography tests**

3.10 The Commissioner suggested a suitable relaxation for Scheduled Castes and Scheduled Tribes in Stenography Tests, but the Committee decided that the question of enlarging the existing facilities for giving suitable pre-entry training in Stenography to candidates of these communities in order to help them to acquire the minimum speed required for taking the Stenography tests should be examined. It is hoped that the Government would issue necessary instructions in this regard soon.

**(h) Reservation for Scheduled Castes and Scheduled Tribes in the services under the High Courts**

3.11 It was decided that while Central Government should provide for reservations for Scheduled Castes and Scheduled Tribes in the service of High Courts in the Union Territories, the Ministry of Law, Justice and Company Affairs should try to persuade the State Governments and the High Courts for similar reservation in the service under the High Courts. The Minister of Law, Justice and Company Affairs has since written to the Chief Justices of the High Courts, as also the Chief Ministers of all States/Union Territories, in the matter.

(i) **Premature retirement of Scheduled Caste and Scheduled Tribe employees on the basis of biased Confidential Reports, in reviews conducted at the ages of 50 and 55**

3.12 It was decided that it should be examined whether a provision could be made in the Confidential Report forms to enable the reporting officers to indicate the manner in which officers concerned implement various orders issued for safeguarding the rights of the Scheduled Castes and Scheduled Tribes and their general attitude towards these employees. **It is hoped that the Government would take early decision in the matter.**

3.13 In this connection, it may be pointed out that out of 21 points referred to the Government only above 9 points were included by them in the agenda for the above meeting of the High Power Committee. On some of the left-out points, the Government have however issued instructions, such as (i) relaxation of experience criteria in favour of Scheduled Castes and Scheduled Tribes in posts filled by direct recruitment, (ii) clarification regarding reservation to be applied to single vacancy in a year on the basis of ruling of the Supreme Court. **The Government is urged to consider the remaining points which have been examined in this Report in the light of the position explained in detailed notes as also in the Report for the year 1973-74.**

**Representation of Scheduled Castes and Scheduled Tribes in Central Government services**

3.14 Statistical information indicating the total number of employees and the number of Scheduled Castes and Scheduled Tribes amongst them in various Central Government services as on 1-1-1974, as given in the last Report, represented 34 Ministries/Departments only, as similar information had not been received from the remaining Ministries/Departments. Consolidated information for all the Ministries and Departments as on 1-1-1974 since received from Department of Personnel and Administrative Reforms, is reproduced below:—

Class	Total strength including Scheduled Castes & Scheduled Tribes	Scheduled Castes		Scheduled Tribes	
		Number	Percentage	Number	Percentage
1	2	3	4	5	6
I	33,672	1,094	3.2	192	0.6
II	52,343	2,401	4.6	258	0.5
III	15,66,796	1,61,775	10.3	33,383	2.1
IV (Excluding Sweepers)	12,42,548	2,30,203	18.5	47,679	3.8
Total	28,95,359	3,95,473	13.7	81,812	2.8

3.15 Similar information as on 1-1-1975, which has been received from all the Ministries/Departments, has been summarised in the table below:—

Class	Total strength including Scheduled Castes and Scheduled Tribes	Scheduled Castes		Scheduled Tribes	
		Number	Percentage	Number	Percentage
1	2	3	4	5	6
I	35,061	1,201	3.4	218	0.6
II	54,129	2,695	5.0	322	0.6
III	16,32,397	1,74,119	10.7	36,893	2.3
IV (Excluding Sweepers)	12,38,818	2,30,864	18.6	49,464	4.0

3.16 Some of the important steps taken by the Government of India to improve the representation of Scheduled Castes and Scheduled Tribes during the year 1974-75 have been listed below:—

**(i) Reservations in promotion by selection in or to Class II and upto the lowest rung of Class I**

3.17 Prior to 20-7-1974 reservations in posts filled by promotion by selection were confined to Class III and IV posts only. With effect from 20-7-1974 the scheme of reservations has been extended to promotions by selection from Class III to Class II, within Class II and from Class II to the lowest rung of Class I, in grades or services in which the element of direct recruitment, if any, does not exceed 66½ per cent.

**(ii) Carry-forward and reservation of a single vacancy arising in a recruitment year**

3.18 Reservations are subject to an overall condition that the number of reserved vacancies does not exceed 50 per cent of the vacancies filled in that year. The instructions also provide that if there be only one vacancy in any recruitment year, it should be treated as unreserved. As a result of a recent Supreme Court decision in a case in the Railway Ministry, this matter was taken up with the Department of Personnel and Administrative Reforms, who have since issued instructions providing that while in the initial recruitment year, a single vacancy falling against a reserved point in the roster should be treated as unreserved and filled accordingly and the reservation carried-forward to the subsequent years, in the first year of carry-forward, a vacancy should be treated as reserved against the carried-forward reservation even if it happens to be the only vacancy in that recruitment year also.

**(iii) Scientific and technical posts for research upto the lowest grade of Class I brought within the purview of reservation orders.**

3.19 Prior to the issue of orders on 23-6-1975, the scheme of reservation for Scheduled Castes and Scheduled Tribes did not cover appointments made to scientific and technical posts upto and including the lowest grade of Class I, on the ground that such posts were intended for conducting, directing or guiding research work. The matter was reconsidered and

instructions were issued by the Government of India extending reservation to all such posts excepting in the case of Department of Space, Department of Electronics and in regard to recruitment of trainees to the Training School under the Department of Atomic Energy.

#### (iv) Relaxation of "experience" qualification

3.20 Instructions have been issued on 5th September, 1975 that the Union Public Service Commission/Competent Authority could, at its discretion, relax the experience qualification in the case of Scheduled Caste/Scheduled Tribe candidates if at any stage of selection, the Union Public Service Commission or the Competent Authority was of the opinion that sufficient number of Scheduled Caste/Scheduled Tribe candidates possessing the requisite experience were not likely to be available for appointment against the vacancies reserved for them.

#### (v) Direct access of Scheduled Caste and Scheduled Tribe employees to Commissioner

3.21 As mentioned in the last Report, the Ministry of Home Affairs had issued instructions in October, 1974 that Government servants belonging to Scheduled Caste and Scheduled Tribe communities might be permitted to write to the Commissioner for Scheduled Castes and Scheduled Tribes direct in matters relating to appointments against reserved quota and other allied matters relating to confirmation, promotion and grant of other concessions to such employees by the Government from time to time. The Commissioner's Organisation had been receiving requests for clarifications whether the Scheduled Caste and Scheduled Tribe employees could approach the Commissioner direct without seeking prior permission from their departments. Some Central Government Departments/Offices, including the Union Public Service Commission, had threatened their Scheduled Caste/Scheduled Tribe employees with disciplinary action for representing their grievances direct to the Commissioner. The matter was taken up with the Department of Personnel and Administrative Reforms who have since clarified to all Ministries/Departments that it is not necessary for the Scheduled Caste and Scheduled Tribe Government employees to seek prior permission of their administrative heads for sending their representations to the Commissioner for Scheduled Castes and Scheduled Tribes direct.

3.22 The question whether the above instructions of the Government of India would cover Scheduled Caste and Scheduled Tribe employees in the State Governments had also been taken up with the Ministry of Home Affairs which in turn have forwarded a copy of the orders to all the State Governments/Union Territory Administrations for their information and guidance. In this connection it may be pointed out that the expression "appointment to services and posts in connection with the affairs of the Union or of a State" appearing in article 335 of the Constitution, clearly defines that the State Governments are also required to take into account the claims of the members of Scheduled Castes and Scheduled Tribes in the matter

of service safeguards provided for them in the Constitution. As the Commissioner for Scheduled Castes and Scheduled Tribes is to investigate all matters relating to the safeguards provided for these communities under the Constitution, the State Governments cannot be precluded from the application of the above decisions. It is, therefore, strongly recommended that the State Governments, may be advised to issue similar instructions to enable their Scheduled Castes and Scheduled Tribe employees to approach the Commissioner direct.

3.23 While it is gratifying to note that a number of steps have been initiated by the Government to improve intake of the Scheduled Castes and Scheduled Tribes in the Central Government services, their representation, as is reflected in the tables for the years 1974 and 1975 given above, has yet to reach even one third of the minimum percentages fixed for them particularly in Class I and Class II. Such a tardy and pathetic progress can only be attributed, among other causes and reasons, to injustice by indifference and discrimination by default inflicted on Scheduled Castes/Scheduled Tribes both at the time of recruitment and promotion just by dubbing them as "Unfit"/"Unsuitable" or by spoiling their confidential reports due to age-old caste-prejudices.

3.24 As suggested in an earlier Report of the Commissioner, a meeting of the Liaison Officers, to begin with, of three major employing Ministries viz. the Ministry of Defence, Ministry of Railways and the Directorate of Posts and Telegraphs was arranged by the Department of Personnel and Administrative Reforms on 12th January, 1976. The meeting was restricted to the three Ministries/Departments because out of total 28.95 lakhs of Government employees under the Central Government, as on 1-1-1974, 22.23 lakhs (about 77 per cent) are employed in these three Ministries/Departments. The following table indicates the percentage of Scheduled Caste and Scheduled Tribe employees, as on 1-1-1974, in the three Ministries/Departments as compared to the total employees under them :—

Name of the Ministry/ Department	Category of post			
	Class I	Class II	Class III	Class IV
1	2	3	4	5
<b>SCHEDULED CASTES</b>				
Defence . . .	1.9	2.5	9.6	20.8
Railway . . .	4.3	3.9	9.0	17.7
Directorate of Posts & Telegraphs . . .	2.9	4.4	13.3	19.2
<b>SCHEDULED TRIBES</b>				
Defence . . .	0.3	0.2	0.8	2.7
Railway . . .	0.6	0.5	1.3	4.2
Directorate of Posts & Telegraphs . . .	0.7	0.3	3.8	5.4

It is clear from this table that the representation of Scheduled Castes and Scheduled Tribes particularly in Class I to Class III in all the three Ministries/Departments is far below the percentages fixed for them.

3.25 Keeping in view the position indicated above, it was emphasised in the meeting of the Liaison Officers of these Ministries/Departments, that special efforts had to be made in the matter of future recruitment especially in the lower formations for which sufficient number of Scheduled Castes/Scheduled Tribes were already available with the Employment Exchanges. It was noted in the meeting that shortfalls especially in Class III posts should be analysed in various pockets and efforts made after indentifying the same in all the three Ministries/Departments to fill up the quotas. The Liaison Officers were impressed upon to clear the back-log in as short a period as possible, latest by 1977. The representative from the Ministry of Railways pointed out in the meeting that they had already drawn a crash programme, fixed the target date of 31st March, 1976, and hoped to clear the back-log in all the Sections. The other two Ministries were also advised to step up their efforts on the lines of the Railway Ministry in consultation with the Directorate General of Employment and Training and the organisation of Commissioner for Scheduled Castes and Scheduled Tribes who promised all possible help in the matter. **It is hoped that the Department of Personnel and Administrative Reforms would also advise all other Ministries/Departments on the above lines, to identify the shortages and take urgent steps to clear the same.**

#### **Recruitment through the Union Public Service Commission**

3.26 According to the twenty-fifth Report of the Union Public Service Commission for the year 1974-75, the Commission could not select adequate number of candidates belonging to Scheduled Castes and Scheduled Tribes on the basis of examinations held by it, especially those requiring qualifications in Engineering, Geology, etc. **The Commissioner agrees with the suggestion of the Commission that the activities of the Pre-examination Training Centres, Coaching-cum-Guidance Centres, etc., should be revitalised and accelerated to ensure that larger number of candidates belonging to these communities compete at these examinations.**

3.27 According to this report, it was not possible for the Commission to recommend Scheduled Tribe candidates against all the vacancies reserved for them in the I.A.S. etc. examinations. The table at Appendix IV indicates similar shortfall in respect of other All India Services Examinations held during the years 1970 to 1974.

3.28 The figures in this Appendix would reveal that the intake of both Scheduled Caste and Scheduled Tribe candidates in the Indian Forest Service Examination during the years 1970 to 1974 was satisfactory. In the Indian Administrative Service, Scheduled Tribes did not fare very well. The intake of Scheduled Caste candidates in the Indian Statistical Service and that of Scheduled Tribe candidates in both the I.S.S. and I.E.S. was rather poor. In the Engineering Service Examination, while the Scheduled Caste candidates appeared in quite a large number as compared to the vacancies reserved for them, they failed to make the grade and utilise all the vacancies reserved for them; the Scheduled Tribe candidates who appeared

in the examination were even less than the number of vacancies reserved for them. Similarly in the Engineering Services (Electronics) Examination and the Geologists Examination, the number of Scheduled Caste and Scheduled Tribe candidates who appeared in these examinations was less than even the number of vacancies reserved for them. It is a pity that not a single Scheduled Tribe candidate could be selected in the Special Class Railway Apprentices Examinations even though as many as 34 candidates appeared in the examination during the years 1970 to 1974 against 13 vacancies reserved for them. Performance of Scheduled Tribe candidates in the Stenographers' Examination was the worst as not a single candidate came out successful in all the five years.

3.29 Besides, there were as many as 78 posts in the Engineering, Scientific and Technical cadres in various Ministries/Departments which were notified by the Commission as reserved for Scheduled Caste/Tribe candidates during the year 1974-75; but not a single candidate belonging to either of these communities applied for any of these posts.

3.30 The Union Public Service Commission is also to be associated in the Departmental Promotion Committees while considering promotions to Class I posts by selection, reservation in which has been provided *vide* Department of Personnel and Administrative Reforms O.M. No. 10/41/73-Estt. (SCT) dated 20-7-1974. Following statement gives the number of such posts and the number of Scheduled Caste and Scheduled Tribe candidates recommended for promotion in various Ministries/Departments/Offices under the Government of India.

S. No.	Name of the Ministry/ Department/Office	No. of vacancies reserved for Sch. Castes	No. of Sch. Caste officers recommended	No. of vacancies reserved for Sch. Tribes	No. of Sch. Tribe officers recommended	Remarks
1	2	3	4	5	6	7
1.	Agriculture & Irrigation	2	1	—	—	Only one Sch. Caste Officer was available.
2.	Finance	12	6	6	1	Only seven officers in the zone of consideration were found fit for promotion.
3.	Department of Personnel & Administrative Reforms (Cabinet Sectt.)	19	22*	10	3	*3 against posts reserved for Sch. Tribes.

1	2	3	4	5	6	7
4. Intelligence Bureau		2	2	—	—	
5. Railways		9	9	5	1	
6. Steel & Mines		2	2	1	—	No Sch. Tribe officer was available.
7. Employees State Insurance Corporation		1	1	1	—	
TOTAL		47	43	23	5	

It would be seen that while the officers belonging to Scheduled Caste came up to the mark to be selected for almost all the vacancies reserved for them, this was not so in the case of officers belonging to Scheduled Tribes. This is obviously due to general paucity of Scheduled Tribe candidates at Lower levels in Class I or Class II posts and calls for special efforts for their recruitment at such levels.

#### Dereservation of reserved vacancies

3.31 This subject was dealt with at great length in the 1973-74 Report. Statistical information regarding dereservation of reserved vacancies during the year 1973, which could not become available for the last Report, has now been received. Similar information for the year 1974 is still not available. In 1972, the percentage of dereservation cases in promotional vacancies was only 32.2 which rose to 51.8 per cent in 1973. The only obvious reason for this alarming and sorry state of affairs seems to be that the reservation in posts filled by promotion on the basis of seniority subject to fitness came into force with effect from 27-11-1972 and a large number of reserved vacancies must have been dereserved. Though dereservation figures for the years 1974 and 1975 are not yet available, there is every reason to believe that the number of cases of dereservation in promotional vacancies must have shot up too high because the back-log of the reserved vacancies in direct recruitment quota to lower posts is now being reflected in promotions made to higher posts.

3.32 Out of the total vacancies dereserved during the year 1973, 52 related to Class I, 531 to Class II, 1,549 to Class III and 90 to Class IV. Though reservation for Scheduled Tribes is 7.5 per cent and that for Scheduled Castes 15 per cent, the number of cases of dereservation in the case of Scheduled Tribes (1,213) is more than those in the case of Scheduled Castes (1,009). In more than 99 per cent cases of dereservation, the Scheduled Caste and Scheduled Tribe candidates were reported to be not available. Department of Personnel and Administrative Reforms agreed to the proposals for dereservation of reserved vacancies in as many as 95 per cent cases. In about 4 per cent cases, prior approval of the Department of Personnel and Administrative Reforms was not sought as required under the rules. Complete details of the cases of dereservation are given in Appendix V.

Various suggestions made on the subject of the dereservation of reserved vacancies in the Commissioner's Report for the year 1973-74 (paras 3.52 to 3.65), it is needless to emphasise, deserve more serious and prompt attention of the Government for careful consideration and implementation.

3.33 There is a glaring case in which an important Section (C.S. II) of the Department of Personnel and Administrative Reforms itself did not correctly interpret the rules regarding carry-forward and exchange of vacancies between Scheduled Castes and Scheduled Tribes in the third year of carry-forward. In a proposal for dereservation of reserved vacancies, Department of Personnel and Administrative Reforms (C.S.II) stated that out of a total of 75 vacancies in the Upper Division Clerks grade allocated under the Departmental Competitive Examination quota in 1975, 13 vacancies were reserved for Scheduled Castes and 24 for Scheduled Tribes. Twenty two of the twenty four vacancies shown as reserved for Scheduled Tribes had been carried-forward to the third year of recruitment (obviously meaning the third year of carry-forward) and were, therefore, exchangeable with the available qualified Scheduled Caste candidates. As many as 23 Scheduled Caste candidates actually qualified against 13 vacancies reserved for them and hence the C.S. II Section proposed that the 10 surplus Scheduled Caste qualified candidates may be adjusted against 10 of the 22 exchangeable vacancies and the remaining 12 vacancies of Scheduled Tribes in the third year of carry-forward may be treated as lapsed. In this connection, it was suggested by this Organisation that in accordance with the instructions issued by the Department of Personnel (SCT-Section) while filling the reserved vacancies, it has to be ensured that the reservations brought forward from previous years are utilised first. Obviously, therefore, all the twenty two vacancies reserved for Scheduled Tribes which were being brought forward from previous years and were in the third year of their carry-forward should have been utilized first by exchanging them with equal number of Scheduled Caste candidates who were qualified and were actually available. Thus out of 23 qualified and available Scheduled Caste candidates 22 should have been first adjusted against the carried-forward vacancies for Scheduled Tribes and the remaining qualified Scheduled Caste candidate should have been shown adjusted against one out of 13 vacancies reserved for Scheduled Castes. The net result would have been that instead of lapsing 12 of the carried-forward Scheduled Tribe vacancies, 12 vacancies reserved for Scheduled Castes could have been carried-forward and would have been available for Scheduled Caste candidates in the subsequent recruitment years. This position has been upheld by the SCT Division of the Department of Personnel and Administrative Reforms which is the policy making wing of that Department in respect of reservations for Scheduled Castes and Scheduled Tribes and other allied matters. Similar glaring cases of ignorance/unawareness of rules or incorrect interpretation of instructions in various other Ministries/Departments/Offices have also come to notice through the study of rosters and otherwise. It is, therefore, suggested that



necessary instructions may be issued by the Department of Personnel and Administrative Reforms clarifying the position in regard to "carry-forward" and "exchange" of vacancies between Scheduled Castes and Scheduled Tribes. The role of the Liaison Officer in such cases and the need for conducting Refresher Courses for Officers responsible for implementation of reservation orders etc. have been discussed separately in this Report. The Government of India have, however, already agreed to the suggestion made in 1971—73 Report (para 3.39) to the effect that proposals for dereservation of reserved vacancies should be made with full knowledge and concurrence of the Liaison Officer concerned.

3.34 The Department of Personnel and Administrative Reforms have issued instructions from time to time advising all Ministries/Departments of the Government of India to send full details of the proposals for dereservation of reserved vacancies. In spite of these instructions, a large number of proposals lacked vital information which had to be sought through correspondence thereby causing delay in giving the approval of the Department of Personnel and Administrative Reforms to such proposals. In para 3.56 of our Report for the year 1973-74, that Department was urged to expedite adoption of detailed proformae for submission of proposals for dereservation of reserved vacancies. Necessary instructions have now been issued by that Department *vide* their O.M. No. 28/14/74-Estt. (SCT) dated the 12th July, 1976.

### Liaison Officers and Special Cells

3.35 According to the Government of India instructions, officers of the rank of Deputy Secretary are required to be nominated by the Union Ministries/Departments to work as Liaison Officers to be in overall charge of the work relating to special representations in their respective Ministries and attached and subordinate offices and to be responsible for ensuring that the instructions in this behalf are strictly complied with. According to the existing instructions in this regard it has also been made the special responsibility of Liaison Officers to conduct annual inspections of rosters maintained in the offices under his charge. The system of nominating Liaison Officers has also been extended to Heads of Departments under each Ministry/Department.

3.36 Ministries/Departments had also been instructed to set up small cells within the Ministries/Departments under the direct control of the Liaison Officers. The function of the Cell is mainly to assist the Liaison Officer to discharge his duties effectively. All the Ministries/Departments have reportedly set up such cells.

3.37 In this connection it may, however, be pointed out that the large number of representations received in this organisation indicate that a considerable number of vacancies are being dereserved mainly due to lack of proper implementation of reservation orders. A study of some of the inspection reports submitted by the Liaison Officers, and spot studies conducted

by this office, have revealed innumerable defects and shortcomings in the maintenance of rosters and observance of various orders relating to reservations made for Scheduled Castes and Scheduled Tribes in the Central Government services and posts. It has also been observed that a few Liaison Officers are not clear about the implementation and interpretation of the Government orders on the subject of reservations, relaxations, concessions, etc. for Scheduled Castes and Scheduled Tribes. Shocking instances (Delhi Administration and Central Soil Salinity Research Institute, Karnal) have come to our notice where the Liaison Officers nominated for the purpose were not at all aware of their basic duties and responsibilities.

3.38 Shri R. M. Doiphode, Deputy Commissioner for Scheduled Castes and Scheduled Tribes, who was invited to attend the meeting of the Liaison Officers of the P & T, Ministry of Railways and the Ministry of Defence, convened by the Department of Personnel and Administrative Reforms on 12th January, 1976, to review the representation of Scheduled Castes and Scheduled Tribes in services, suggested that special attention should be paid to the training the Liaison Officers and their refresher course. He also further pointed out that the duties of the Liaison Officers were in majority cases entrusted to Officers in addition to their various other normal duties making it difficult for them to devote sufficient time to perform important duties as Liaison Officers effectively. It is, therefore, recommended that the Department of Personnel and Administrative Reforms may conduct short duration refresher courses for a Liaison Officers and other concerned officers in order to acquaint them with full implementation and interpretation of various aspects of reservation orders. The Ministries/Departments may also be impressed upon to keep in view, while nominating Liaison Officers, their normal load of work so that they can devote sufficient time to look after the proper and effective implementation of reservation orders.

### Reservation for Scheduled Castes and Scheduled Tribes in Armed Forces

3.39 As mentioned in the last Report, there are no reservations for Scheduled Castes and Scheduled Tribes and for that matter for any community or area, for recruitment to the Army/Air Force/Navy, either in the officers grade or in the lower ranks, except in the case of recruitment of other ranks to a class or mixed/fixed class regiments of the Army. According to a statement laid on the Table of the Rajya Sabha by the Defence Minister, in reply to an Unstarred question answered in March, 1976, everything possible is being done to improve the representation of the Scheduled Castes and Scheduled Tribes in the Indian Army. Relevant details of the steps being taken by the authorities to improve the intake of Scheduled Castes and Scheduled Tribes have been indicated in the last Report. The authorities have accordingly claimed that the results of the implementation of various measures during the last few years show that there was gradual improvement in the intake of Scheduled Castes and Scheduled

Tribes in various ranks of the Armed Forces. A rough idea about the actual position can be had from the table given below furnishing the information regarding the representation of Scheduled Castes and Scheduled Tribes in the Armed Forces indicating the percentage of increase or decrease in the number of Scheduled Castes and Scheduled Tribes in various ranks of the Armed Forces during the period from 1-1-1974 to 31-12-1974 :—

Arm of Service	Categories	Percentage of increase/decrease in the number of persons as on 1-1-1975 as compared to the number of persons as on 1-1-1974	
		SCs	STs.
I. Indian Army	(i) Civilian Gazetted	+9.09	+100.00
	(ii) Civilian Non-Gazetted	+0.57	+5.00
	(iii) Service Officers	+3.85	+5.49
	(iv) JCO's, WO's, O.R.	—1.08	—2.30
II. Indian Navy	(i) Civilian Gazetted	—12.5	—33.3
	(ii) Non-Gazetted	+22.1	+22.1
	(iii) Service Officers	No change	No change
	(iv) Sailors	+0.05	+2.2
III. Indian Air Force	(i) Civilian Gazetted	+1.10	+0.07
	(ii) Non-Gazetted	—0.17	+0.13
	(iii) Service Officers	+22.00	+20.00
	(iv) Airmen	+7.00	+19.8

3.40 It would be seen from the above table that the percentage of representation of both Scheduled Castes and Scheduled Tribes in the Civilian Gazetted Cadre under the Indian Navy have shown a sharp decline, followed by JCO's etc. in the Army and Non-Gazetted staff in the Air Force (for Scheduled Castes).

3.41 While it is true that the policy of the Government has been to make recruitment as broad-based as possible providing equal opportunities to all citizens of India to join the Armed Forces without any distinction of caste, creed, community, religion or area of residence, Government can definitely help to improve the chances of success of Scheduled Castes and Scheduled Tribes for entry into Armed Forces by providing training facilities to the intending candidates on the lines of those available at the All India Services Pre-Examination Training Centres.

### Railway Services

3.42 Statistical information regarding the representation of Scheduled Castes and Scheduled Tribes in the services under the Railway Board, Railway Administrations and other establishments under the Railways as on 1-1-1974 and 1-1-1975,

as received from the Railway Board is reproduced below:

Class of Post	Total including SCs and STs	SCs	%age	STs	%age
As on 1-1-1974					
I	3060	132	4.31	19	0.62
II	5520	216	3.91	26	0.47
III	602862	54222	8.99	7965	1.32
IV	749546	132612	17.69	31186	4.16
As on 1-1-1975					
I	2944	140	4.75	23	0.78
II	5515	276	5.00	30	0.54
III	607636	56638	9.32	8130	1.33
IV	739576	129298	17.48	31852	4.30

It will be seen from the table above that though the representation of Scheduled Castes and Scheduled Tribes as on 1-1-1975 has shown a slight upward trend when compared to the similar figures for the period as on 1-1-1974, the overall representation of Scheduled Castes and Scheduled Tribes in Class I, II and III posts as compared to the total number of employees in Railway establishments is still much below the prescribed percentages. In order to improve the representation of these communities, the Railway Board has intimated that the following steps were taken by them:—

(a) A special cell was set up in the Railway Ministry under a senior officer assisted by two Advisers—one each from Scheduled Castes and Scheduled Tribes who undertake intensive inspections of the roster registers for recruitment and promotion on the Railways and also advise the Railway Administrations at various levels about remedial action, wherever needed.

It may, however, be mentioned that these officers are not sufficiently senior to be effective in their work. Commissioner is of the opinion that the SC and ST Advisers must not be lower than Directors in rank and they should be answerable direct to the Minister concerned.

(b) The Chief Personnel Officers, Zonal Railways have been nominated as Liaison Officers. In order to ensure proper maintenance of rosters Liaison Officers have been asked to conduct inspection of the rosters and submit their report stating the discrepancies noticed and the remedial action taken, to the General Manager. In addition, a senior scale officer has been posted on each of the Zonal Railways to pay undivided attention to this work and to ensure full implementation of the orders regarding reservation of vacancies in favour of Scheduled Castes and Scheduled Tribes.

(c) As per the present set-up each Railway Service Commission consists of one Chairman and one Member-Secretary. The posts are filled according to certain rules framed in consultation with the U.P.S.C. While filling



up these posts every consideration is being given to persons belonging to Scheduled Castes and Scheduled Tribes.

- (d) Though it is not always possible, to associate a Scheduled Caste or Scheduled Tribe Officer with the Departmental Promotion Committee/Selection Board, every effort is made to do so whenever suitable officers from these communities are available.

**It is felt that whenever Scheduled Caste or Scheduled Tribe Officers of the right type to serve on such Committees and Boards are not available, Officers from other Ministries and retired Officers belonging to these communities should be nominated for the purpose.**

- (e) Railways have been instructed to maintain separate Complaint Books to register complaints received from Scheduled Castes and Scheduled Tribes.
- (f) The existing relaxation in minimum physical standards in favour of candidates belonging to Scheduled Castes and Scheduled Tribes for recruitment as Rakshaks and Sub-Inspectors in Railway Protection Force has been extended upto 30th September, 1977.

3.43 It has been reported by the authorities that as a result of the efforts made by the Railways the recruitment position has shown a definite improvement during the calendar years 1973 and 1974, especially in the case of Scheduled Castes. Relevant figures showing the number of vacancies reserved for Scheduled Castes and Scheduled Tribes and the number filled by them during the years 1973 and 1974 are reproduced below :—

Class of post	1973				1974			
	Vacancies reserved for		Filled by		Vacancies reserved for		Filled by	
	SC	ST	SC	ST	SC	ST	SC	ST
I	12	12	12	5	17	17	14	2
II	7	3	1	—	—	—	—	—
III	647	390	510	153	843	598	802	188
IV (Excluding Safaiwala)	2717	1508	2945	518	1939	1936	2391	558

The figures do indicate that recruitment position regarding Scheduled Castes has been, to some extent satisfactory but in the case of Scheduled Tribes it is rather poor. The authorities have attributed this to the fact that tribals are not evenly spread all over the country and mostly they are inhabited in tribal belts. In certain areas their population is very much less than the vacancies reserved for them. It has been further reported that the tribal candidates are generally averse to moving out of their traditional areas of habitation and as such Railway services which entail transfers in the course of service are not very popular with these candidates. This problem came up for discussion in the meeting of the Liaison

Officers from three biggest employing Ministries i.e. Railways, Director General, Posts and Telegraphs and Defence, held in January 1976. It was highlighted in the meeting that a special drive was launched by the Railway establishments to make good the shortfalls of Scheduled Castes and Scheduled Tribes in the Class II, III and IV categories of posts. Special efforts were proposed to locate the Scheduled Tribe candidates in the pockets having tribal concentration. The results of the said drive are yet to be seen.

### **Appointment of Scheduled Castes and Scheduled Tribes in Public Service Commissions and Railway Service Commissions**

#### **Union Public Service Commission**

3.44 During the year under report, out of 8 members (including the Chairman) one member each belonged to the Scheduled Caste and Scheduled Tribe communities.

#### **Railway Service Commissions**

3.45 There was no member belonging to a Scheduled Caste or a Scheduled Tribe on five Railway Service Commissions at Allahabad, Bombay, Calcutta, Madras and Muzaffarpur each consisting of two members including the Chairman. However, the Chairman of the Railway Service Commission at Bombay belonged to the Scheduled Caste community. The recommendation of the Parliamentary Committee for the Welfare of the Scheduled Castes and Scheduled Tribes and that of the Commissioner for Scheduled Castes and Scheduled Tribes made in his previous Report for making necessary provisions for inclusion of at least one member from reserved community on each Railway Service Commission as also the suggestion of the Commissioner to at least associate a Scheduled Caste or a Scheduled Tribe nominee while making recruitment to reserved vacancies, are reiterated for consideration and acceptance by the Railway Ministry.

#### **State Public Service Commissions**

3.46 According to the information received from some of the States there were in all 68\* members in the State Public Service Commissions of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Rajasthan, Tripura and Uttar Pradesh. Out of these 68 members, 8 (one each in the States of Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala and Madhya Pradesh and two in Uttar Pradesh) belonged to the Scheduled Castes. Besides, the Chairman of the Maharashtra Public Service Commission belonged to the Scheduled Caste community. Only five members belonged to the Scheduled Tribes—one each in the States of Bihar, Manipur, Meghalaya, Rajasthan and Tripura. Besides, the Chairmen of the Assam Public Service Commission and the

\* Please see Appendix VI.

Meghalaya Public Service Commission belonged to the Scheduled Tribes. There was no member belonging to Scheduled Castes or Scheduled Tribes in the Service Commissions of the States of Haryana, and Jammu and Kashmir.

### Pre-Examination Training

3.47 With a view to increasing the chances of success of the Scheduled Caste and Scheduled Tribe candidates appearing in various competitive examinations conducted by various agencies for recruitment to Central and State Services, Ministry of Home Affairs is continuing the scheme for setting up Pre-Examination Training Centres. Under the Scheme, two types of Pre-Examination Training Centres have been set up. One for the All-India Services Examinations and the other for the State Civil and Subordinate Services Examinations as well as for subordinate services of the Central Government. Statistical information showing the number of Scheduled Caste and Scheduled Tribe candidates who underwent training and who were finally selected for appointment to various All-India service during the year 1974-75 (1974 examination), as received from various centres is given below:—

Location of the Centre	Sanctioned strength	No. of candidates trained		No. of candidates who appeared in the exam.		No. of candidates finally selected			
						I.A.S.		I.P.S./ Allied	
		SC	ST	SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7	8	9	10
Allahabad	80	41	22	36	18	1	2	—	4
Madras	60	25	3	25	3	1	—	2	1
Patiala	50	37	12	32	8	2	—	4	3
Rau's Study Circle, Delhi	30	15	13	15	12	3	3	4	3
Jaipur*	NA	41	55	41	55	—	2	1	—

\*4 SCs and 4 STs trained in this Centre were selected in Rajasthan Administrative Services.

3.48 During the year under report another All India Services Pre-Examination Training Centres for Scheduled Castes and Scheduled Tribes has been started under North-Eastern Hill University, Shillong, and the first batch of trainees from this Centre was expected to appear for the Indian Administrative Services etc. examination in October, 1975. In the two All-India Centres for Central Engineering Services functioning at Allahabad and Tiruchirappalli, 17 Scheduled Caste and 7 Scheduled Tribe candidates were trained during the year, but not a single candidate out of the 8 Scheduled Castes and Scheduled Tribes who appeared for the 1974 examination could be selected for appointment. As regards

the State Centres, similar information has not been received from various centres.

3.49 While appreciating the progress made by the Centres for pre-examination training to Scheduled Caste and Scheduled Tribe candidates appearing for Indian Administrative Service, etc., examinations, the High Power Committee set up under the Chairmanship of the Prime Minister, observed at its sixth meeting held on 17th September, 1975, that the tribal candidates joining such centres were mainly from the Eastern States and that tribal candidates from Gujarat particularly, and also from Orissa and Madhya Pradesh were practically unrepresented at these centres. It was, therefore, suggested that a study should be made by the Ministry of Home Affairs to find out the number of persons belonging to Scheduled Tribes from various States who applied for admissions to such centres, and the number of such persons who were actually enrolled by them. The statistical information is being collected by the Ministry of Home Affairs. The performance of the scheme was also reviewed by the Parliamentary Committee on the welfare of Scheduled Castes and Scheduled Tribes. While commending the steps taken by the Government to provide intensive coaching to promising Scheduled Caste and Scheduled Tribe students so that they may successfully compete in All-India Services Examinations, the Committee noted that there were complaints from the trainees about the inadequacy of stipends given to them. It is, however, understood that the question of raising the stipend from Rs. 100 to Rs. 150 per month was under active consideration of the Government. It is hoped that a decision in the matter will be taken soon.

3.50 A scheme to give three months pre-training to the Scheduled Caste and Scheduled Tribe persons for selection as police constables was introduced by the Uttar Pradesh Government during 1969-70 to increase the intake of these categories in that Service. In order to assess the working of this scheme, organisation of the Director General, Backward Classes Welfare, made a study of the scheme and according to the report submitted, the scheme had been a failure, except in the year 1971-72 and 1972-73, probably because serious efforts were not made to implement the scheme properly and also due to lack of follow-up action on the part of the district officials. It is, therefore, felt that if sincere efforts are made to implement this scheme, it can help to reduce backlog in the recruitment of Scheduled Castes and Scheduled Tribes in the police force. Other State Governments can also start such a scheme to help secure proper representation of Scheduled Castes and Scheduled Tribes in their police force.

3.51 The representation of Scheduled Castes and Scheduled Tribes in Armed Forces is generally very poor. The Tamil Nadu Government have

started a scheme of giving training to Scheduled Caste and Scheduled Tribe candidates during the year 1974 for preparing them for competitive examinations for entry into Armed Forces. This training is being organised at the I.A.S./I.P.S. Training Centre started by the State Government for backward classes. This is indeed a good scheme for the benefit of a Scheduled Caste and Scheduled Tribe candidates aspiring to join the Armed Forces. **In order to encourage the Scheduled Caste/Scheduled Tribe candidates to join the Armed Forces and to enhance their chances of employment, it is suggested that all the pre-examination training centres functioning under the Central/State Governments to train Scheduled Caste/Scheduled Tribe candidates for various administrative services, should also make arrangements for training of Scheduled Caste/Scheduled Tribe candidates intending to appear for various competitive examinations for recruitment to the Armed Forces.**

### **Coaching-cum-Guidance Centres**

3.52 As mentioned in earlier reports the scheme of Coaching-cum-Guidance Centres, to provide pre-employment orientation and confidence-building training to Scheduled Caste and Scheduled Tribe applicants for improving their employability, was started in 1969-70 by the Ministry of Home Affairs, in collaboration with the Directorate General of Employment and Training. At present the four centres set up in the Employment Exchanges at Delhi, Jabalpur, Kanpur and Madras are providing guidance to the Scheduled Caste and Scheduled Tribe registrants for Class III posts. According to information received from the Directorate General of Employment and Training, more than 5,068 Scheduled Caste persons registered with various employment exchanges got jobs through the existing centres and 8,977 trainees belonging to these categories are under job-oriented confidence-building training at the above centres. As recommended in the last Report the Union Government is planning to open more such centres for Scheduled Castes and Scheduled Tribes in the areas of their concentration with a view to providing them confidence-building training for employment in Government services.

### **Apprenticeship Training**

3.53 Under the apprenticeship training scheme unemployed persons get a chance to learn a trade or vocation while on the job. Apprenticeship training courses are provided by industries in many trades similar to those offered by the Industrial Training Institutes in various parts of the country and the apprentices are also given stipends during on-the-job training the period of which varies from two to three years. This scheme had been regulated under the Apprentices Act 1961 under which the Directorate General of Employment and Training have organised a system of paid apprenticeship training, practically in all trades under the Railways, Indian Air Force,

Ordnance Factories, Civil Aviation and Public Health Institutions on the one hand and Public Sector Establishments and Industrial Houses on the other.

3.54 In view of the importance attached to this scheme under the 20-Point Economic Programme of the Prime Minister for the welfare of weaker sections of the society, a vigorous drive had been launched to fill up about 13,000 vacant seats for apprentices in the Central Sector and about 27,000 seats in the State Sector. It was accordingly pointed out in the 13th meeting of the Central Apprenticeship Council held on 31st July, 1975, that the Central Ministries, as well as the State Departments of Labour, had agreed to launch a special drive for filling up the vacancies within a month as directed by the Prime Minister. The State Chief Ministers had also been addressed to see that not only the shortfall was made good on an emergency basis but additional seats located and filled by candidates from weaker sections of the society..

3.55 To increase employment opportunities for educated young people the Apprentices Act 1961 was suitably amended as one of the measures, so that the managements in the organised sectors of our economy take a large number of apprentices for a specified period. Special care had been taken to ensure a fair deal to Scheduled Castes/Scheduled Tribes in the recruitment of apprentices. For effective implementation of the 20-Point Economic Programme due emphasis has been laid on apprenticeship training for making available greater employment opportunities and this issue was discussed in the 9th meeting of the Central Committee on Employment held on 17-10-1975. The following recommendations were also made in the two-day conference of the State Chief Ministers held in New Delhi on March 5th and 6th, 1976.

- (i) Special steps should be taken by the State Government where there are shortfalls to reach the targets in filling all the located seats;
- (ii) The proposal to make it compulsory for the employees and absorb trained apprentices in employment should be discussed with the employees in the State Appex bodies.

3.56 In order to assess the working of this scheme and its impact on the Scheduled Caste/Scheduled Tribe employment seekers, the matter was taken up with the Central Ministries/Departments and the State Governments to supply necessary statistical information. Consolidated statement of the engagement of apprentices, under the implementation of Apprentices Act 1961 and the number of the apprentices belonging to the Scheduled Castes and Scheduled Tribes as on 9-1-1976, as received from the Ministry of Labour is given below:—

Name of the State/Region	Seats Located	Seats Utilised	No. of apprentices belonging to		Position as on
			Scheduled Castes	Scheduled Tribes	
1	2	3	4	5	6
1. Andhra Pradesh . . . . .	4,153	4,257	208	39	30-10-1975
2. Assam . . . . .	945	677	80	40	Latest
3. Bihar . . . . .	5,300	4,941	181	119	1-12-1975
4. Chandigarh . . . . .	195	217	17	—	30-12-1975
5. Delhi . . . . .	3,500	3,525	70	—	Latest
6. Goa . . . . .	283	191	5	—	Latest
7. Gujarat . . . . .	6,050	5,862	192	82	Latest
8. Haryana . . . . .	3,000	2,920	124	4	30-11-1975
9. Himachal Pradesh . . . . .	421	421	58	1	1-12-1975
10. Jammu & Kashmir . . . . .	387	200	N.A.	N.A.	—
11. Karnataka . . . . .	4,408	4,153	121	25	Latest
12. Kerala . . . . .	4,021	3,697	153	2	31-10-1975
13. Madhya Pradesh . . . . .	2,153	2,324	336	212	Latest
14. Maharashtra . . . . .	12,406	14,409	662	251	Latest
15. Orissa . . . . .	1,724	1,483	125	160	Latest
16. Pondicherry . . . . .	259	271	36	—	Latest
17. Punjab . . . . .	2,104	2,104	181	5	Latest
18. Rajasthan . . . . .	2,000	1,241	140	40	19-12-1975
19. Tamil Nadu . . . . .	7,341	7,463	1,223	4	Latest
20. Uttar Pradesh . . . . .	10,231	9,643	436	62	30-9-1975
21. West Bengal . . . . .	10,328	10,326	228	228	30-9-1975
22. Meghalaya . . . . .	156	34	—	19	Latest
23. Tripura . . . . .	N.A.	N.A.	6	1	30-11-1975
TOTAL : State/Private Sector . . . . .	81,355	80,359	4,582 (5.7%)	1,294 (1.6%)	
Central Sector Establishments					
1. Eastern Region . . . . .	13,938	12,316	1,597	751	31-12-1975
2. Northern Region . . . . .	9,030	9,205	927	45	30-11-1975
3. Southern Region . . . . .	12,001	10,353	1,854	80	31-12-1975
4. Western Region . . . . .	9,205	8,252	961	479	31-12-1975
TOTAL : Central Sector Establishments . . . . .	44,174	40,126	5,339 (13.3%)	1,355 (3.4%)	
Grand Total . . . . .	1,25,529	1,20,485	9,921 (8.9%)	2,649 (2.2%)	

3.57 The above statement reveals that under the State/Private sector, against the total utilised seats of 80,359 only 4,582 Scheduled Castes and 1,294 Scheduled Tribes have been recruited as apprentices which form 5.7% and 1.6% respectively of the total apprenticeship appointments made upto the end of 1975. While the position in this regard in the Central Sector establishments in various regions is a little more encouraging in respect of Scheduled Castes, the overall figures of the Scheduled Caste/Tribe apprentices for the country as a whole as compared to the total seats utilised is far below the percentages of population of these communities.

3.58 An attempt was also made to collect information regarding efforts made by various State Governments, Public Sector Undertakings and other industrial establishments in the State and Private Sector for recruiting sufficient number of Scheduled Caste/Tribe candidates as apprentices against vacancies reserved for them during the year 1975. But so far this information has been received from the State Governments of *Meghalaya*, *Orissa*, *Tamil Nadu* and *Tripura* and the Union Territory of *Pondicherry* only. According to the information supplied by the Government of *Tamil Nadu*, 1,223 Scheduled Caste apprentices were recruited against the required number of 1,244 vacancies which is really very gratifying. It has been reported that small shortfall was due to late notification of reservation orders. The shortage in respect of Scheduled Castes and Scheduled Tribes had been attributed to the non-availability of suitable candidates. The Government of *Orissa*, have intimated that during March, 1976, out of 611 establishments which were covered under the Apprenticeship training programme, 591 were surveyed and 2,679 seats located of which 1,587 were filled. Similarly during April, 1976, out of 659 establishments 591 were surveyed and 2,689 seats located of which 1,606 seats were utilised. Out of these 367 Scheduled Caste and 470 Scheduled Tribe apprentices were recruited till March, 1976 as compared to 150 Scheduled Castes and 161 Scheduled Tribes till March, 1975. In *Meghalaya*, of the 38 apprentices recruited during the year 1975, 28 (74%) belonged to the Scheduled Tribes. No Scheduled Caste candidate could however be recruited due to non-availability of willing candidates. In *Tripura*, 106 seats had been located in various establishments, against which 38 Industrial Training Institute passed trainees (including 6 Scheduled Castes and 2 Scheduled Tribes) have so far been recruited as apprentices. In *Pondicherry*, full quota of reservations had been allowed to Scheduled Castes and their number reached to 36 which is about 13% of the total of 271 apprentices recruited.

3.59 As regards the employment in the industry of persons trained as apprentices, there is no statutory provision in the Apprentices Act, 1961 for their compulsory employment. All the employers of the industrial establishments and public sector undertakings have however been requested by the Government of *Tamil Nadu* and the Union Territory of

*Pondicherry* to reserve a portion of vacancies for apprentices in their establishments. Similar information about the steps taken by other States/Union Territories is not available. This question had also been raised in the 9th meeting of the Central Committee on Employment held on 17-10-1975 and the Committee was informed that the matter was under the consideration of the Government of India. While it may be true that all the apprentices after completion of their apprenticeship cannot be directly appointed in the industry where they have been trained, there can be no difficulty in absorbing the Scheduled Caste/Scheduled Tribe apprentices against vacancies reserved for them. It is, therefore, suggested that the Scheduled Caste/Scheduled Tribe apprentices should invariably be appointed against vacancies reserved for these communities as sufficient number of trained persons from these communities are not normally available. Cells should be constituted at the State and Central levels for sponsoring the surplus Apprentices to organisations in which there may be dearth of trained personnel belonging to these communities.

### Public Sector Undertakings

3.60 It has been reported that, as on 1-1-1975, there were 124 public sector enterprises under various Ministries/Departments of the Government of India. Of these, 111 were covered by the provisions of the presidential directive regarding reservations for Scheduled Castes and Scheduled Tribes, including two to whom though formal directive had not been issued, but who were already implementing the prescribed system of reservation. As already reported last year there were four enterprises, involving equity participation by foreign parties, and the consent of the foreign collaborators to fall in line with others in this respect is not yet forthcoming. The Government nominees on the Boards of Directors of these enterprises have, however, been instructed by the concerned Ministries to ensure compliance of the Government policy regarding reservation for Scheduled Castes and Scheduled Tribes. Out of the remaining 9 enterprises, 6 are new, and action is being taken to incorporate enabling provision in their Articles of Association so that Government can issue suitable directive to them also. It will be desirable to finalise these formalities expeditiously. One of the remaining three enterprises viz., the Oil and Natural Gas Commission, has been set up under the Act of Parliament and, therefore, the presidential directive can be issued to it only after the Act is amended. This is one of the biggest expanding undertakings of the Government of India, having a great employment potential. It would, therefore, be desirable for the Government to amend the Act as early as possible to enable the Government to issue the presidential directive opening the way for implementation of reservation orders in this enterprise. In the case of remaining two enterprises viz., the Indo-Burma Petroleum Company and its subsidiary Balmer Lawrie and Company the question of amendment of the Articles of Association is reported to be under consideration. It is hoped that early action will be taken to finalise it.

3.61 Out of the 124 enterprises, information regarding representation of Scheduled Castes and Scheduled Tribes, as on 1-1-1975, was available in respect of 120 enterprises, which is given below:—

Category of Class	Total number of employees	Representation of Sch. Castes and Sch. Tribes			
		Scheduled Castes		Scheduled Tribes	
		Number	Percentage	Number	Percentage
Class I . . . . .	62,121	894	1.44(1.19)	189	0.30(0.21)
Class II . . . . .	55,182	1,667	3.02(2.96)	230	0.42(0.41)
Class III . . . . .	7,61,217	1,04,538	13.73(13.18)	45,480	5.97(6.30)
Class IV . . . . . (Excluding Sweepers)	4,52,759	1,19,043	26.29(26.20)	54,024	11.93(11.69)

NOTE:—Figures in brackets indicate the corresponding percentages as on 1-1-1974.

A comparison of the figures as on 1-1-1975 with those as on 1-1-1974, reveals that the tempo of progress and improvement in the intake of Scheduled Castes and Scheduled Tribes in the public sector enterprises continued in the year under report, but the position in respect of Class I and Class II posts was far from satisfactory. According to the available information, there were only 13 enterprises where the representation of Scheduled Castes in Class I posts was more than 5%. Similarly there were only 21 enterprises where the representation of Scheduled Castes was 5% or more in Class II posts. In 52 enterprises, the representation of Scheduled Castes was 10% or more in Class III and in 22 out of these enterprises, the representation of Scheduled Castes had crossed the prescribed quota of 15%. The position regarding representation of Scheduled Tribes however, continued to be far below the prescribed percentage particularly in case of Class I, Class II and Class III posts.

#### Recruitment position during the year 1974

3.62 Out of the 120 enterprises in respect of which statistical information was available, full quota of 15% reservation prescribed for Scheduled Castes was utilised only in 11 enterprises in Class I posts, in 13 enterprises in Class II posts and in 37 enterprises in Class III posts, during the recruitment year 1974. Corresponding information regarding achievement of full quota of 7.5% in the case of Scheduled Tribes in the same year was only in one enterprise in the case of Class I, by three enterprises in Class II posts, by twelve of them in Class III and in sixteen enterprises in Class IV Posts.

3.63 Studies were undertaken in some of the Undertakings during the year under report, findings of which are given in para. on "Special studies undertaken into the working of service safeguards" of this Report (para. 3.105).

3.64 While some of the difficulties faced by the public sector undertakings in the implementation of reservation orders were highlighted in our 1973-74 Report (para. 3.147) some more practical difficulties experienced by them have come to notice. For

example the National Fertilizers Limited and the Minerals and Metals Trading Corporation of India Limited, were not able to locate Scheduled Caste/Scheduled Tribe candidates against reserved vacancies in various disciplines in spite of making best efforts. When Scheduled Caste/Scheduled Tribe candidates were actually selected and offered appointments, they did not join the posts. Some asked for long periods of extensions to join and some of those who finally joined, left the units after a few months. It is felt that these difficulties could be met firstly by preparing a larger panel so that in the event of a person declining the offer, the next man on the panel could be offered the post. Though this procedure involves delay and consequently the work is likely to suffer, this action can be limited to a calendar year. Secondly, where possible, Scheduled Caste/Scheduled Tribe candidates possessing minimum qualifications can be recruited as apprentices and given in-service training and absorbed on regular basis after they acquire minimum standards of skill and efficiency.

3.65 In March, 1975, the Bureau of Public Enterprises issued instructions stressing the need for special efforts to ensure nomination of Scheduled Caste/Scheduled Tribe officers on the Departmental Promotion Committees/Selection Boards, particularly when making bulk recruitment. There are, however, certain enterprises wherein there is no officer of the appropriate status belonging to Scheduled Caste/Scheduled Tribe who could be nominated in Departmental Promotion Committees/Selection Boards. Commissioner's office receives numerous requests to sponsor suitable Scheduled Caste/Scheduled Tribe officers for participation in the said Committees/Boards. As and when such requests were received the Commissioner deputed his Deputy Commissioner who belongs to Scheduled Caste community to associate himself with selection board meetings. During the year 1975, Shri R. M. Doiphode, Deputy Commissioner, attended 5 such selection board meetings held in Bharat Heavy Electricals Ltd. (Ministry of Industrial Development), Council of Scientific and Industrial Research (Department of Science and Technology), Institute of Nuclear Medicine and Allied Services

(Ministry of Defence), National Fertilizers Ltd. (Ministry of Petroleum and Chemicals), and Engineering Projects(I) Ltd. (Ministry of Industry and Civil Supplies). The participation of the Deputy Commissioner in those selection committees was found to be very fruitful and important as he could convincingly persuade the concerned boards to select Scheduled Caste/Scheduled Tribe candidates with relaxed standards. In those cases where the Scheduled Caste/Scheduled Tribe candidates were found to be not suitable for the posts they had applied for, the boards were advised to offer them the next below junior posts or appoint them on probation so that they get chance to acquire necessary experience and eventually become fully qualified and suitable for holding senior positions.

**3.66 In view of paucity of Scheduled Caste/Scheduled Tribe officers of the appropriate status in these undertakings, it is strongly recommended that, where available, Scheduled Caste or Scheduled Tribe officers retired from senior Government posts, should with advantage, be associated with selection boards and interview committees.**

#### **Grouping of posts**

3.67 According to the existing instructions of the Government of India in the case of posts filled by direct recruitment isolated individual posts and small cadres are required to be grouped with posts in the same class for purpose of reservation orders taking into account the status, salary and qualifications prescribed for the posts in question. It has however been noticed that some of the public sector undertakings, particularly the undertakings under the control of the Department of Heavy Industry, have confused the grouping of posts with the revised classification of posts in four groups *viz.* Group A, Group B, Group C and Group D to replace Class I, Class II, Class III and Class IV posts respectively and on that basis have started maintaining one roster only for all the posts falling under each group. In other words such undertakings are now maintaining only 4 rosters, one each for Group A, Group B, Group C and Group D ignoring the number of posts in each category of posts, which is contrary to the instructions issued by the Government of India to take into account the sanctioned strength in each Cadre. Even in case of promotion posts where no grouping is allowed, rosters have been started on the above lines. It is, therefore, suggested that necessary clarification may be issued by the Bureau of Public Enterprises to see that the Government instructions are implemented correctly.

3.68 In order to study the actual implementation of various service safeguards provided for Scheduled Castes and Scheduled Tribes in services under the Public Sector Undertakings, 3 large undertakings located in Delhi were visited. Some of the main observations are detailed below:—

#### **(i) Indian Oil Corporation—Research and Development Centre, Faridabad**

3.69 The Research and Development Centre of the Indian Oil Corporation, which started working effectively from 1973 when it was shifted from New Delhi to Faridabad, has adopted the reservation orders to implement the constitutional safeguards provided for Scheduled Castes and Scheduled Tribes in its services. According to the information available in this office, there were 149 officers in position as on 1-1-1976, as against the sanctioned strength of 189 on that date. Of the 149 Officers in position, 24 belong to the Scheduled Castes and one to the Scheduled Tribes; the latter, however, resigned subsequently. During the course of a recent study conducted of this Centre by Commissioner's Organisation it was evident that the authorities were taking keen interest to clear the backlog of reserved vacancies in various fields by earmarking sufficient number of vacancies for the purpose. Necessary advertisements to this effect, clearly indicating the number of vacancies reserved for the Scheduled Castes and Scheduled Tribes, were issued.

3.70 As regards the reservation in promotion the Centre started implementing Government instructions providing reservation for Scheduled Castes and Scheduled Tribes in posts filled by promotion on basis of seniority-cum-fitness from the year 1973. Out of 21 vacancies required to be filled up by promotion during 1973 to 1975, 8 posts had been reserved for Scheduled Castes and 3 for Scheduled Tribes, but only 2 available Scheduled Caste employees could actually be promoted as no other candidate was available in the feeder posts. It is heartening to note that Personnel and Administrative Officer, who happened to belong to a Scheduled Caste is functioning as Liaison Officer to look after the interests of Scheduled Castes and Scheduled Tribes in that Organisation. It was reported that during the year 1975-76 six officers had been deputed for training to the Headquarters Office and 2 of them belonged to Scheduled Castes. As regards the Apprenticeship Training Programme, it was reported that as required under the existing orders of the Government, 4 Apprentice Trainees had been recruited during the year 1975-76 of whom one belonged to the Scheduled Castes. The Centre hoped to absorb all the trainees after their apprenticeship. It is hoped that the Centre would continue to make efforts to improve the representation of Scheduled Castes and Scheduled Tribes in that Organisation and should be able to fill all reserved vacancies by candidates belonging to the Scheduled Castes and Scheduled Tribes.

#### **(ii) Engineering Projects (India) Limited**

3.71 As mentioned in the last Report, the representation of Scheduled Castes and Scheduled Tribes in the Engineering Projects (India) Limited, has been steadily improving due to sincere efforts made by the management and the keen interest shown by the Chairman and Managing Director, Shri Mohd. Fazal. During 1975, this Organisation had released two advertisements, one for Scheduled Castes and



Scheduled Tribes and the other exclusively for Scheduled Tribes affording all possible relaxations with regard to qualifications, experience, age etc. In addition, they gave wide publicity to attract more candidates from the reserved communities by sending copies of all advertisements for various positions to the Pre-examination Training Centres for Scheduled Castes and Scheduled Tribes, all members of the Delhi Metropolitan Council, Placement Officers of the Engineering Colleges/Universities, Members of Parliament from the Union Territory of Delhi, various associations of Scheduled Castes and Scheduled Tribes and Secretaries of the State Tribal Welfare Departments. Moreover, the Engineering Projects (India) invariably associated a representative of Scheduled Castes on their Selection Boards. Shri R.M. Doiphode, Deputy Commissioner for Scheduled Castes and Scheduled Tribes was also associated with their Selection Board on some occasions.

3.72 As a result of these efforts 30 Scheduled Caste and 4 Scheduled Tribe persons had been selected against the total recruitment of 200 in various disciplines. It was, however, reported by the Engineering Projects (India) Limited, that 8 Scheduled Caste candidates who had been offered appointment declined to join in spite of giving them extension of joining time and raise in the basic pay. It is commendable that the Engineering Projects (India) Limited, had selected full quota of Scheduled Castes to fill all vacancies reserved for them in spite of the fact that sufficient number of qualified Scheduled Caste/Tribe candidates were/are not readily available for technical jobs. As will be seen from the table below the representation of Scheduled Castes and Scheduled Tribes has steadily improved year after year:—

As on	Total strength	Scheduled Castes	Scheduled Tribes
1-1-1972	27	1(3.7%)	—
1-1-1973	120	6(5%)	—
1-1-1974	200	21(10.5%)	—
1-1-1975	335	35(10.45%)	—
1-1-1976	475	56(11.8%)	4(0.84%)

3.73 Out of 475 employees as on 1-1-1976, 200 are in posts carrying basic pay below Rs. 850 p.m. and the remaining 275 in posts carrying basic pay of Rs. 850 p.m. and above. Out of 60 Scheduled Caste and Scheduled Tribe candidates, 34(17% of the total) are in posts carrying basic pay below Rs. 850 p.m. and 26(9.5% of the total) in posts carrying basic pay of Rs. 850 p.m. and above.

3.74 As regards promotion, it was reported that, since 1971, only two meetings of the Departmental Promotion Committee could be held and in these meetings 8 Scheduled Castes Officers were promoted either to next higher positions or were given raise in their basic pay. In addition, 10 Scheduled Caste employees of the Organisation were also promoted to next higher position against direct recruitment quota posts on the basis of the recommendations made

by the Selection Boards. Since there were no Scheduled Tribes in feeder posts, the question of their promotion did not arise. Out of the 38 Management Trainees recruited during 1974, six belonged to the Scheduled Castes and one to a Scheduled Tribe. Later enquiries, however, showed that the candidate claiming to belong to the Scheduled Tribe did not actually belong to that category and was, therefore, rejected.

3.75 Under the Apprenticeship Training Programme also special efforts had been made to recruit sufficient number of reserved category candidates. As a result of these efforts, out of the total of 21 apprentices selected as on 1-1-1976, 8(38.1%) belonged to the *Scheduled Castes*.

3.76 It is understood that in spite of special efforts made by them, the Engineering Projects (India) has not been able to attract sufficient number of tribal candidates. This is apparently due to the paucity of technical hands amongst the Scheduled Tribes.

### (iii) Engineers India Limited

3.77 Engineers India Limited was established in 1965 and the directive for introduction of reservation for Scheduled Castes and Scheduled Tribes in posts and services under them was issued to them by the Ministry of Petroleum and Chemicals in December 1972. They, however, claimed that since many of the officers in the Personnel Department of this Undertaking had come from various Government offices, the orders regarding reservation were given effect to even prior to the issue of the directive. But a study of rosters and other relevant records, undertaken by a Study Team of Commissioner's Organisation revealed that the number of vacancies required to be reserved for Scheduled Castes and Scheduled Tribes was not being determined in accordance with the points in the roster; after selected persons joined, necessary entries were made in the rosters just by way of a formality. The very idea behind the introduction of the system of maintenance of rosters is to project the recruitment requirements on the roster in order to determine the vacancies that should go to the share of the Scheduled Caste and Scheduled Tribe candidates and then proceed to recruit candidates of these communities in accordance with the procedure set out for the purpose. In the event of non-availability of Scheduled Caste/Tribe candidates, despite taking all prescribed steps, the position is required to be explained to the Managing Director or the Board of Directors about the efforts made, before appointing general candidates against reserved points. The study revealed that none of these requirements was being observed. Entries made in the rosters were mostly initialled by the dealing assistant and only some of the entries were signed by the Liaison Officer. The requirement is that the entries should be signed by the appointing authority or any other officer authorised for the purpose. The Liaison Officer is required to make an annual inspection of the roster. No inspection report has ever been submitted by the Liaison Officer. The



procedure for obtaining prior approval of the competent authority for dereservation of reserved vacancies and for exchange of reserved vacancies between Scheduled Castes and Scheduled Tribes in the third year of carry-forward was not followed at all. Orders regarding grouping of posts for the purpose of reservation orders are applicable to posts filled by direct recruitment only but many posts filled by promotion were also grouped either with those filled by direct recruitment or with other posts filled by promotion.

According to Government instructions, separate rosters are to be maintained for such post/cadre in which vacancies are to be filled by promotion. A large number of rosters were found to be maintained and in most of the categories, the number of posts was less than 20. In many cases, the rosters were being maintained for isolated single posts. According to the instructions, isolated posts and small cadres of less than 20 posts filled by direct recruitment are to be grouped together for the purpose of maintenance of rosters taking into account the status, salary and qualifications prescribed for the posts.

3.78 A look at the figures of representation of Scheduled Castes and Scheduled Tribes in the Engineers India Limited reveals that Scheduled Castes were poorly represented in Class I, II and III posts. Representation of Scheduled Tribes was almost nil in all classes of posts. It was also seen that copies of caste/tribe certificates were not available in the personal files of the officers concerned. In some cases where these were available the certificates were not on proper form and were not signed by the competent authority.

3.79 Engineers India Limited is one of the biggest enterprises in the public sector having a large potential for employment. It is, therefore, expected that this

undertaking should follow all relevant orders relating to representation of Scheduled Castes and Scheduled Tribes, scrupulously and ensure that due share of services under them goes to the Scheduled Castes and Scheduled Tribes. As the position stands at present, their performance in this respect has been far below expectation.

### Public Sector and Nationalised Banks

3.80 The question of implementation of reservation orders for Scheduled Castes and Scheduled Tribes in services under the Public Sector and Nationalised Banks had been discussed in detail in the last Report. It was mentioned in that Report that in order to improve the representation of Scheduled Castes and Scheduled Tribes in services under these banks, there is a need for a firm directive to be issued to all the Nationalised Banks to make reservation orders applicable effectively. The Department of Banking, who were requested to supply detailed information about the steps taken by the Government of India and the Nationalised/Public Sector Banks during the year 1974-75 to ensure adequate representation of Scheduled Castes and Scheduled Tribes under their services, reported that due to special efforts made by the banks, recruitment of Scheduled Castes and Scheduled Tribes during the year 1974 has shown encouraging results. While it may be true that there was improvement in the recruitment figures for a particular year but the overall figures of the representation of Scheduled Castes and Scheduled Tribes, as compared to the total number of employees in various banks, is far below the required percentages as will be seen from the statement below, indicating percentages of Scheduled Castes and Scheduled Tribes employees in various Nationalised/Public Sector Banks as compared to the total number of employees as on 1-1-1975 :—

S.No.	Name of Bank	Category of posts					
		Scheduled Castes			Scheduled Tribes		
		Officers	Clerks	Subordinate staff	Officers	Clerks	Subordinate staff
1.	Central Bank of India	0.15	1.68	9.21	—	0.02	0.80
2.	Bank of India	1.62	6.08	15.39	0.21	1.51	1.44
3.	Punjab National Bank	0.35	5.46	19.56	0.07	0.66	0.92
4.	Bank of Baroda	0.22	4.71	9.65	0.05	0.59	2.24
5.	United Commercial Bank	0.84	2.03	7.72	0.25	0.25	1.52
6.	Cannara Bank	0.19	4.37	9.78	—	0.73	1.60
7.	United Bank of India	0.64	2.27	7.30	0.39	0.23	1.02
8.	Dena Bank	0.08	7.67	4.43	—	0.61	1.08
9.	Syndicate Bank	0.13	4.47	19.06	0.06	0.54	2.01
10.	Union Bank of India	0.76	4.17	12.24	—	0.28	0.94
11.	Allahabad Bank	1.05	2.54	14.79	0.10	0.20	0.85
12.	Indian Bank	1.76	10.45	13.27	0.44	0.46	3.63
13.	Bank of Maharashtra	0.15	1.39	4.81	—	0.62	1.15
14.	Indian Overseas Bank	1.15	7.32	20.94	0.41	0.68	1.42
15.	Reserve Bank of India	1.03	8.31	15.84	0.04	1.08	1.12
16.	Industrial Finance Corporation	2.00	4.04	22.13	—	—	—
17.	State Bank of India	0.43	3.55	18.88	0.09	0.28	0.49

**It will be seen from the above figures that there is heavy shortfall in all the categories excepting their representation in subordinate staff. It is, therefore, desirable that all banks may be advised to make special efforts to identify the shortfalls in various categories and try to clear the same latest by the year 1977.**

3.81 According to information available, the United Commercial Bank had arranged, during the year under report, training of candidates belonging to Scheduled Castes and Scheduled Tribes in banking transactions for a short period of two months with a stipend of Rs. 250 per month, as an experimental measure, and if proved successful its scope could be expanded in the light of the experience gained. A copy of the scheme has been circulated by the Department of Banking, to all Nationalised Banks and it is hoped that this scheme, if implemented by other banks also, will help a large number of Scheduled Caste/Scheduled Tribe candidates to compete successfully for various jobs in the Nationalised Banks against reserved vacancies.

3.82 It was mentioned in the last Report that the question of setting up a National Banking Service Commission for recruitment of personnel for various services in banks was under consideration of the Government. The Parliament have since passed the Banking Service Commission Act (42 of 1975) and after the establishment of the 'Services Commission' and other agencies of the Commission in the States, all recruitment to clerical and junior officers grades is expected to be made through this Commission. It has been provided in article 17 of the Act that necessary reservations will be provided for Scheduled Castes and Scheduled Tribes in all the classes and categories of services. With the establishment of the Commission it is hoped that various relaxations and concessions admissible to Scheduled Castes and Scheduled Tribes which differ from bank to bank will be made uniform. It is also hoped that an early decision will be taken by the Government of India to provide reservation for Scheduled Castes and Scheduled Tribes in promotion in the services under the Nationalised and Public Sector Banks.

### University Services

3.83 Various aspects of reservation for Scheduled Castes and Scheduled Tribes in services under the Central and State Universities have been examined in detail in our last Report (Para 3.185—3.192) and it was suggested that the University Grants Commission should adopt a uniform policy in this regard and issue a directive indicating brief outlines of the reservation orders and other provisions made for Scheduled Castes and Scheduled Tribes in all the universities and institutions deemed to be universities, both central as well as states, to follow the instructions, at the time of recruitment as well as at the time of promotion in both the teaching and non-teaching posts. It was further suggested to the University Grants Commission that any failure on the part of any university to follow the guidelines should be viewed seriously even to the extent of withholding their grants.

3.84 To discuss the question of reservations for Scheduled Castes and Scheduled Tribes in teaching posts in the Universities, a meeting was held with the Vice-Chairman of University Grants Commission wherein the Commissioner stressed upon the point that the Universities, which had not made reservation in non-teaching posts should be asked to do so immediately. **For teaching posts there should not be any hesitation to make such provision to appoint adequately qualified Scheduled Caste/Scheduled Tribe candidates fulfilling the minimum prescribed qualification. The Universities should be asked to provide reservations for Scheduled Castes and Scheduled Tribe candidates in teaching posts and in case of non-availability of qualified candidates from these communities such posts could easily be got dereserved after following the prescribed procedure/instructions.**

3.85 In this connection observations made by the Minister of Education, in Lok Sabha on 6th August, 1975 while replying to the debate on the motion of consideration of the Annual Report of the University Grants Commission for the year 1972-73 are reproduced below :—

“The House, I am sure, will be happy to know and will appreciate that the University Grants Commission has taken a decision that now that we have been able to raise the minimum qualification for appointment as teachers, it would be possible to make reservation even in the teaching posts for persons belonging to Scheduled Castes and Scheduled Tribes. Similarly, the University Grants Commission has recommended that seats should be reserved for Scheduled Castes and Scheduled Tribes in educational institutions and particularly in the prestigious institutions of higher learning and that remedial courses should be provided.”

3.86 Later, in its meeting held on July 14-15, 1975 the University Grants Commission considered the question of reservation for Scheduled Castes and Scheduled Tribes in the matter of appointments to teaching posts in the Universities and agreed in principle that reservations should be provided for Scheduled Castes and Scheduled Tribes for recruitment to the posts of lecturers in the Universities and Colleges. The question of working out the mechanics for reservations to the teaching posts was under the consideration of a Committee of Vice-Chancellors of Central Universities. The Commission was, however, of the view that in order to see that the teaching posts did not remain vacant for long periods, such reservations should not be operated on a roster system nor should the reserved posts be carried forward from year to year. The above decision had been brought to the notice of the Universities for guidance only. **It will be seen that according to the circular issued in August, 1975 addressed to all the Vice-Chancellors the Commission have only agreed in principle that reservations may be provided for Scheduled Castes and Scheduled Tribes for recruitment to the posts of lecturers and the**

details of the scheme have yet to be decided upon in the meeting of the Committee of Vice-Chancellors. Moreover, the decision has simply been communicated to the Universities for guidance only and the actual implementation is yet to be decided upon. It is, therefore, felt that in order to implement the reservation orders what is more important is the issue of firm directive to all the Universities and it should be made obligatory on them to implement the decision. Moreover, no useful purpose is likely to be served without following any methodology to work the principle of reservation. Since the roster system has proved to be an effective method to watch implementation of reservation orders it has to be retained as such. The University Grants Commission is, therefore, urged to issue firm directive to the universities for implementation of all relevant instructions issued by the Government of India, from time to time.

3.87 The Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Fifth Lok Sabha) which studied the question of reservations for, and employment of Scheduled Castes and Scheduled Tribes in University Grants Commission and other Universities, have rightly pointed out that it should be made obligatory for all the Universities receiving grants from the Central Government or from the University Grants Commission to adopt and implement, all the orders/instructions issued by the Government of India from time to time regarding reservations for Scheduled Castes and Scheduled Tribes.

#### Employment Exchanges

3.88 In our last two Reports we have highlighted the various special steps taken by the Employment Exchanges to increase the placement of Scheduled Castes and Scheduled Tribes against reserved vacancies, and the recommendations made at the Seminar on placement of the weaker sections of the society held in February 1974. The latest statistical information as on the 31st December, 1974 indicating registration and the placement, the number of reserved vacancies notified and filled in respect of Scheduled Caste/Tribe candidates showing their various occupational groups and educational levels may be seen at Appendix XXXII. Some of the salient features of the statistical information given in the Appendix are as follows :—

	Scheduled Castes	Scheduled Tribes
1. Number of registrations made .	5,79,840	1,41,887
2. Number of placements effected .	58,425	15,641
3. Percentage of placement to registration .	10.1	11.0
4. Number of reserved vacancies notified .	36,849	16,028
5. Number of reserved vacancies filled .	19,445	4,938
6. Percentage of reserved vacancies filled .	52.7	30.8
7*. Number on the live register at the end of the year 1974	8,57,429	1,96,910

\*Note:—All the job-seekers on the Live Register are not necessarily unemployed.

#### Representation of Scheduled Castes and Scheduled Tribes in Services and Posts of the States and Union Territories

3.89 Information that was made available to this organisation in earlier years in regard to the reservations and other concessions and relaxations for Scheduled Castes and Scheduled Tribes in State/Union Territory Government services has already been given in the previous three Reports for the years 1970-71, 1971-73 and 1973-74. Some recent developments are indicated in the following paragraphs :—

##### (a) Reservation in posts filled by promotion

3.90 The Government of *Madhya Pradesh* have also introduced reservation in posts filled by promotion on the basis of *seniority subject to fitness* to the extent of 15% for Scheduled Castes and 18% for Scheduled Tribes in Class I and II posts and to the extent of 16% for Scheduled Castes and 20% for Scheduled Tribes in Class III and IV posts, where the element of direct recruitment does not exceed 50%. This reservation was made effective from 14-2-1975 which was later on extended to posts filled on the basis of *seniority-cum-merit* with effect from 5-5-1975. The provision of carry-forward of vacancies is, however, not applicable to the unfilled reserved vacancies in the promotion quota.

3.91 The Government of *Manipur*, then a Union Territory, was following reservation in posts filled by promotion @ 15% for Scheduled Castes and 7½% for Scheduled Tribes. The question of revising these percentages according to the population of these communities as per 1971 census, was under consideration of that Government. That Government have now revised these percentages to 2% for Scheduled Castes and 31% for Scheduled Tribes.

3.92 The Government of *Andhra Pradesh* have not provided for reservation in posts filled by promotion but they have issued orders that in appointments by promotion, including recruitment by transfer from subordinate service to the State services required to be made on the principle of merit and ability, the claims of Scheduled Castes and Scheduled Tribes shall be considered on basis of seniority subject to fitness and that they shall be selected for such appointments provided they are senior, qualified under the rules and fit to be appointed.

3.93 The Government of *Assam* have intimated that reservation for Scheduled Castes and Scheduled Tribes in that State apply only to vacancies filled by direct recruitment and not by promotion.

3.94 The Government of *Kerala* have decided that the principle of reservation need not be extended to promotion.

3.95 The Department of Personnel and Administrative Reforms is, however, still pursuing the matter with the State Governments in regard to reservation in promotion in pursuance of the decision taken in the fifth meeting of the High Power Committee held on 9th April, 1974 under the Chairmanship of the Prime Minister.

**(b) Enactment of legislation to provide for reservation for Scheduled Castes and Scheduled Tribes in Government Services**

3.96 This matter was discussed in paragraphs 3.210 to 3.212 of the earlier Report for the years 1971-72 and 1972-73 and it was suggested that the Government should consider the desirability of undertaking legislation for introduction of reservation in services and posts in the Centre as well as in the States as also in the Public Sector Undertakings, Statutory Bodies etc. The *Orissa* Reservation of Vacancies in Posts and Services (for Scheduled Castes and Scheduled Tribes) Act, 1975 has since been passed by the Government of *Orissa* on 1-8-1975 to provide adequate representation to members of these communities. The Government of *West Bengal* have also enacted similar legislation for making reservation in services for Scheduled Castes and Scheduled Tribes, providing even for a penal provision to the effect that appointing authorities found responsible for contravention of reservation orders shall be liable to fine which may extend to Rs. 250. Though the amount of Rs. 250 is small, the very award of punishment entered in the service records of the officer concerned, will serve as a deterrent against violation of reservation orders.

3.97 The Government of India are, however, of the view that the executive instructions issued in pursuance of the provision of Article 16(4) read with Article 335 of the Constitution have as much force as Law. Department of Personnel and Administrative Reforms have further stated that these executive instructions have, in addition, the advantage of flexibility as these can be modified according to changing needs. They have also contended that there would be practical difficulties in administration of any legislation on the subject of reservation for Scheduled Castes and Scheduled Tribes and they are, therefore, not inclined to attempt any legislation on the subject. Most of the State Governments from whom the reports have been received notably the Governments of *Himachal Pradesh*, *Jammu and Kashmir*, *Karnataka*, *Kerala*, *Madhya Pradesh*, *Nagaland*, *Punjab*, *Rajasthan* and *Uttar Pradesh* have stated that they do not consider that it is necessary to enact legislation. The lead given by the Governments of *West Bengal* and *Orissa* is worth emulating by other State Governments and it is hoped that after watching the working of these enactments, other State Governments would follow suit.

**(c) Enforcement machinery for watching the implementation of reservation for Scheduled Castes and Scheduled Tribes in Government Services**

3.98 In order to ensure scrupulous implementation of the rules of special representation and other concessions provided in the matter of appointments to public services, the Government of *Andhra Pradesh* have set up a special machinery. The Inspecting Assistant Commissioners of the rank of Assistant Secretary/Deputy Collector are required to function

under the Chief Secretary and will inspect departments of the Secretariat, Offices of all Heads of Departments and all Unit Offices under them, will visit offices of the local bodies under the State Government, offices of the statutory corporations and other State Public Undertakings etc., under the control of the State Government for the purpose of verifying the implementation of rules of special representation and other concessions and relaxations provided for members of Scheduled Castes and Scheduled Tribes and Backward Classes in the matter of public employment. **The Commissioner considers this step taken by the Government of Andhra Pradesh as very commendable and recommends that similar action should be taken by all the other State Governments as well.**

**(d) Central Employment Exchanges in States**

3.99 The Government of *Andhra Pradesh* had experienced that reserved vacancies were being filled by general candidates in certain districts for want of reserved category candidates while qualified candidates belonging to these communities continued to remain unemployed elsewhere. Having regard to this situation and in order to ensure fuller compliance of the statutory reservation of appointment in public services in favour of job seekers belonging to Scheduled Castes and Scheduled Tribes, the Government of *Andhra Pradesh* have set up a Central Exchange under the State Directorate of Employment and Training. In the case of non-availability of suitable and qualified candidates belonging to Scheduled Castes and Scheduled Tribes in a particular employment exchange, the Central Exchange will be approached for sponsoring suitable candidates, failing which the vacancies will be advertised. This is generally on the lines of the procedure followed by the Government of India. **It is recommended that this procedure should be followed in other States also where it is not being followed already.**

**(e) Relaxation of experience criteria**

3.100 Annual report on the working of the Haryana Public Service Commission for the year 1973-74, published in 1975, indicated that as many as 161 posts, bulk of which were for Medical Officers and Assistant Engineers in Public Works Department and which were reserved for Scheduled Castes/Tribes could not be filled by the reserved category candidates due to general paucity of eligible candidates belonging to these communities. The Commissioner has suggested to the State Governments that the experience criteria should be relaxed to enable more Scheduled Caste/Tribe candidates possessing the minimum qualifications to be inducted into service to fill the quota reserved for them. It has been stated elsewhere in this Report that the Government of India have already agreed to relax experience criteria in favour of these candidates. It is suggested that the State Governments may also consider the desirability of introducing similar provisions insofar as the State Government services are concerned.

**(f) Statistical information**

3.101 Statistical information regarding representation of Scheduled Castes and Scheduled Tribes in

the State/Union Territory Services as on 1-1-1975 has been received from the States of Gujarat, Haryana, Madhya Pradesh, Orissa, Punjab, Rajasthan, Tripura and Uttar Pradesh and the Union Territories of Dadra and Nagar Haveli, Delhi and Lakshadweep. Information pertaining to the States of Madhya

Pradesh, Orissa, Rajasthan and Uttar Pradesh is, however, incomplete. Available information given in the following table indicates the desirability of accelerating efforts for increasing the intake of Scheduled Castes and Scheduled Tribes in the States Services :

S. No.	Name of the State/Union Territory	Percentage of actual representation of Scheduled Castes and Scheduled Tribes							
		Class I		Class II		Class III		Class IV	
		Scheduled Castes	Scheduled Tribes	Scheduled Castes	Scheduled Tribes	Scheduled Castes	Scheduled Tribes	Scheduled Castes	Scheduled Tribes
1.	Gujarat . . . . .	1.48	0.32	3.47	0.82	8.75	3.32	70.70	2.23
2.	Haryana . . . . .	3.60	—	2.60	—	8.20	—	27.60	—
3.	Madhya Pradesh (Incomplete—28 out of 71 Departments)	3.10	1.00	1.77	1.22	5.90	4.30	15.82	3.27
4.	Orissa (Incomplete) . . . . .	—	4.00	1.40	2.90	5.50	2.50	16.90	9.30
5.	Punjab . . . . .	4.80	—	0.50	—	12.00	—	36.00	—
6.	Rajasthan . . . . . (Incomplete—83 Departments only)	8.60	9.70	12.30	11.30	11.20	5.00	21.80	12.20
7.	Tripura . . . . .	0.86	3.46	1.90	2.44	7.15	10.29	12.13	15.41
8.	Uttar Pradesh . . . . . (Incomplete)	3.50	—	2.40	0.07	7.40	0.19	13.30	0.70
9.	Dadra and Nagar Haveli . . . . .	—	—	—	—	4.15	27.63	17.50	75.00
10.	Delhi . . . . .	3.21	—	3.67	—	7.72	0.30	18.84	1.76
11.	Lakshadweep . . . . .	—	—	—	39.21	—	47.68	—	68.77

### Special Cells in States/Union Territories

3.102 It was mentioned in our Report for the year 1970-71 (paras 3.67 and 3.68) that some of the States had set up special cells to collect statistical data relating to representation of Scheduled Castes and Scheduled Tribes in their services and to ensure proper implementation of orders of reservation for these communities. It was, therefore, recommended that the States where such cells had not been set up should take steps in this regard as that would considerably facilitate collection of the much needed and vital statistical information essential for having proper assessment of the activities undertaken so far for the progress of these communities in the matter of services and other allied matters.

3.103 Commissioner has, however, not succeeded in the collection of statistical and other information relating to the State/Union Territory Services mainly because there is generally an absence of a single agency which may co-ordinate this work, collect entire statistical and other information and furnish the same to the Commissioner. It is, therefore, suggested that all State/Union Territory Governments and Administrations should set up special departments/special cells as the sole agencies on all matters pertaining to the welfare of these communities, and redressal of their grievances. With such a set up alone, it would be possible to fix responsibility for not collecting and furnishing the relevant data. These special departments or special cells should be headed by an officer of a sufficiently high status, viz. a Secretary or a Joint Secretary

a reference from whom to any authority in the State/Union Territory should evoke prompt response.

### Special studies undertaken to examine working of service safeguards

3.104 In order to assess the performance of various offices of the Government of India, Public Sector Undertakings and State Governments, in the matter of actual implementation of orders regarding reservation for Scheduled Castes and Scheduled Tribes in services under them, Commissioner's Organisation conducts spot studies to inspect relevant records maintained by them for giving effect to these safeguards. As part of this programme, sample studies were conducted during the period covered by this report in the following offices :—

#### (a) Central Government Offices

- (i) Overseas Communication Services (Ministry of Communications), Bombay and Poona.
- (ii) Planning Commission.
- (iii) Government of India Press, Ministry of Works & Housing, Nilokheri.
- (iv) Delhi Milk Scheme (Ministry of Agriculture and Irrigation).

#### (b) Central Government Undertakings and Institutions under the control of the Government of India.

- (i) Mazagon Docks Ltd., Bombay (Ministry of Defence).

- (ii) Life Insurance Corporation of India, Bombay (Ministry of Finance).
- (iii) State Trading Corporation of India, New Delhi (Ministry of Commerce).
- (iv) National Dairy Research Institute, Karnal (Ministry of Agriculture and Irrigation).
- (v) National Soil Salinity Research Institute, Karnal (Ministry of Agriculture and Irrigation).
- (vi) National Institute of Family Planning, New Delhi (Ministry of Health and Family Planning).
- (vii) Sangeet Nataka Akademy, New Delhi (Ministry of Education and Social Welfare and Culture).

**(c) State Governments**

- (i) Department of Social Welfare, Government of Maharashtra.
- (ii) Department of Education, Government of Maharashtra, Poona.
- (iii) Directorate of Education, Delhi Administration, Delhi.

3.105 The studies revealed that most of the offices were not following the procedure of dereservation as required under the orders of the Government of India and the unfilled reserved vacancies were being carried over to the next recruitment years without formally dereserving the same. Some of the other common defects noticed during the course of studies, have been summarised below:—

- (i) Rosters are not maintained on the proper form and at time wrong model rosters are followed resulting in maladjustment of vacancies reserved for Scheduled Castes and Scheduled Tribes ;
- (ii) An abstract showing the number of reserved vacancies carried forward to subsequent years is not given in the roster after the last entry made during a recruitment year;
- (iii) According to instructions issued by the Government, no gap is to be left in completing the rosters. In some offices, if the Scheduled Caste/Scheduled Tribe candidates do not become available in a particular year, the relevant points in the rosters are left blank and filled only when the reserved category candidates become available. Sometimes the gaps are also left due to unusual delay made in recruitment to a post, for various administrative but avoidable reasons;
- (iv) When particulars of the person appointed to a post are noted in a roster, the entry is required to be signed by the appointing authority or any other officer authorised for the purpose. This is not being done in a large number of offices ;

(v) Isolated posts and small cadres to which recruitment is made by direct recruitment only are to be grouped for the purpose of reservation orders. It is, however, noticed that in some offices posts filled both by direct recruitment and promotion are grouped or various posts filled by promotion from the feeder cadres in different disciplines and different seniority lists, are grouped together. According to Government instructions, the scheme of grouping is not to be applied to the posts filled by promotion and that the reservation orders, wherever applicable, should be applied separately to each grade or post filled by promotion;

(vi) In the event of non-availability of Scheduled Caste/Tribe candidates even in the third year of carry-forward of reserved vacancies, vacancies reserved for Scheduled Tribes can be exchanged with Scheduled Castes and *vice versa*. This procedure is to be applied in posts filled by direct recruitment as well as in promotion where the principle of reservation is applicable, except in the case of posts filled by promotion by method of selection from Class III to Class II, within Class II and from Class II to the lowest rung of Class I where the reserved vacancies can be exchanged in the same year unless there is a single vacancy and has to be treated as unreserved. There is no provision of carry-forward in this category of posts filled by promotion. This procedure is not even known to many authorities responsible for giving effect to reservation orders;

(vii) In some of the offices old rosters are still being followed instead of revised rosters applicable from 25-3-1970 ;

(viii) In many offices, rosters in respect of posts filled by promotion have not yet been started. Such rosters are required to be started with retrospective effect from the dates the reservation orders became applicable to any category of posts filled by promotion and the number of vacancies reserved for Scheduled Castes and Scheduled Tribes should be calculated and carried forward for adjustment in the subsequent three years ;

(ix) The orders regarding carry-forward of reserved vacancies apply to the short-fall in filling the quota reserved for Scheduled Castes and Scheduled Tribes and not to the excess number of Scheduled Caste and Scheduled Tribe persons that may be appointed in a year on their own merit. Scheduled Caste/Scheduled Tribe persons appointed in excess of the quota reserved for them or appointed on their merit when no vacancy was reserved for them, cannot be carried forward and adjusted against reserved vacancies in the subsequent years of recruitment. This procedure is not being followed ;



- (x) Some of the Government offices, institutions, public sector enterprises had not started giving effect to the orders regarding reservations for Scheduled Castes and Scheduled Tribes even though these were set up years ago. The Government should ensure by making suitable provisions in the Statutes/Acts setting up new organisations, or in the Articles of Association, that the reservation orders are applied immediately to the recruitment that takes place immediately after coming into being of such an organisation ;
- (xi) The requisitions to employment exchanges and advertisements calling for applications do not invariably indicate the exact number of vacancies reserved for Scheduled Castes and Scheduled Tribes separately. Where advertisement is the primary source of recruitment to certain posts, the reserved vacancies are to be advertised twice and general candidates considered only when Scheduled Caste/Scheduled Tribe candidates are not available on the second occasion also. The advertisements should indicate this provision clearly and also the provision for exchange of such of the reserved vacancies which are in the third year of their carry-forward. This procedure is not followed in many offices ;
- (xii) Liaison Officers nominated for work relating to the representation of Scheduled Castes and Scheduled Tribes are required to submit annual inspection reports on the maintenance of rosters etc. in their offices but it is noticed that this requirement is not fulfilled by many a Liaison Officer. In certain cases it was noticed that the Liaison Officer was not at all aware of his duties;
- (xiii) There are Government orders for imparting institutional training to Class I Officers or for sending them to attend seminars, symposia, conferences etc. in order to broaden their outlook and brighten their prospects for promotion to senior posts filled by promotion to which reservation orders do not apply. These orders were not being implemented in many offices, Ministries and Departments included;
- (xiv) The Government orders require that the Ministries/Departments/Offices, should, as far as possible, nominate a Scheduled Caste or a Scheduled Tribe officer while constituting Departmental Promotion Committees, Selection Boards, etc. for recruitment/promotion to posts/services under them. Implementation of these orders was conspicuous by its absence in many offices.

properly. There is only one unit consisting of one Research Officer and two Investigators in Commissioner's organisation which attends to this specialised job in addition to other important items of work, including spot enquiries into a number of representations from individuals and associations of Scheduled Caste and Scheduled Tribe employees complaining about non-implementation of reservation orders. The present staff strength is not adequate to do full justice to this important aspect of working and we are unable to undertake on-the-spot studies of all such offices, organisations, where it is alleged that reservation orders are violated. The Government should, therefore, consider this matter seriously and urgently. The Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes, ever since its inception, under Article 338 of the Constitution, is expected, among other things, to protect and safeguard the service interests of the Scheduled Caste/Scheduled Tribe Government employees. The Government of India, through the Department of Personnel and Administrative Reforms, have been, time and again, reiterating various instructions/orders in this regard enjoining on the concerned authorities/officers to follow and enforce them assiduously and effectively. Unfortunately, however, it is noticed that without exception, every Central Ministry/Department/Office and Public Sector Undertaking/Government of India concern so far studied and inspected by the Study Teams of this Organisation, these Government orders about reservation/relaxation for Scheduled Caste/Scheduled Tribe employees have not been strictly adhered to. With only 71 persons as its staff strength and with a little over rupees 8 lakhs as its annual budget, this Organisation is expected to look after the uplift of Scheduled Castes/Scheduled Tribes who constitute 1/5th population of the whole country, in socio-economic and service matters. The content, significance and the magnitude of the problem relating to Scheduled Castes/Scheduled Tribes has to be understood and appreciated in its right perspective. By clipping its wings and arms when its regional offices were abolished, the Organisation has not been able to function effectively. It is, therefore, desirable that the Government may consider this important issue of providing adequate additional staff which will go a long way to enable the Commissioner to fulfil his special assignment under Article 338(2) of the Constitution to ensure, among other things, that Government orders relating to service safeguards for these communities under Article 16(4) and 335 of the Constitution are properly and effectively implemented.

#### **Complaints relating to non-observance of Government rules/instructions for giving adequate representation to Scheduled Castes and Scheduled Tribes in services and posts**

3.107 The ever-increasing number of complaints received in Commissioner's organisation about non-implementation of rules regarding reservations for Scheduled Castes and Scheduled Tribes and other allied concessions and relaxations etc., would indicate that the Government machinery responsible for enforcement and implementation of these rules/instructions needs to be activated and toned up to function more

3.106 One good achievement as a result of study of rosters and other records in various offices, institutions and undertakings under the control of Government of India is that they rectify the shortcomings pointed out by the study teams, get their doubts cleared and start maintaining the rosters and other records

efficiently and effectively. This view is further corroborated by the findings of various on-the-spot studies undertaken by the study teams of Commissioner's Organisation. Though some of the representations/complaints, on enquiries, are found to be exaggerated, yet the fact remains that there is a mounting discontentment and dissatisfaction among the Scheduled Caste and Scheduled Tribe Government employees as they do not at times derive the benefits of these safeguards provided for them under the Constitution. This is generally due to unawareness and non-observance of rules by the implementing authorities and also because of caste prejudices still prevailing. Now that the Government of India have issued instructions to all Ministries/Departments of Government of India, that Scheduled Caste/Scheduled Tribe employees can approach the Commissioner for Scheduled Castes and Scheduled Tribes direct regarding their grievances in respect of appointments under the 'reserved quota' which also includes allied matter relating to confirmations, promotions etc., the number of such complaints/representations has increased tremendously over the years. In the year 1973 total number of representations received in Commissioner's office was over 8,000; in 1974 over 9,000 and in the year 1975 the figure exceeded 11,000. During 1976, upto the end of July, the figures was about 13,000.

3.108 Such a huge number of complaints received cannot obviously be enquired into individually by the study teams of Commissioner's organisation with a skeleton staff. The present staff strength is so meagre that it cannot handle these complaints even through correspondence. The Government has been urged from time to time to consider giving the Commissioner need-based minimum inspecting staff which can undertake enquiries and studies into such matter, but without any result so far. Nevertheless, brief summaries of some of the important cases that were looked into by Commissioners organisation during the period covered by this Report, would indicate the trend of the authorities complained against in dealing with the cases of Scheduled Caste/Tribe employees with reference to the relevant orders and instructions:—

- (1) A representation was received from a Scheduled Caste lady candidate in the month of April, 1975 regarding regular appointment as Telephone Operator in Delhi Telephones. She was originally recruited as Telephone Operator on 8-1-1973 and sent for training for one month with effect from same date. She completed her training on 12-2-1973 and also passed the test but her name was deleted from approved list of Scheduled Candidates on the ground that she did not fulfil the condition of height and was asked to produce certificates from two medical practitioners regarding her exact height.

She did produce such certificates from two different doctors, but her case was not considered and she was sent for medical examination to the Willingdon Hospital, New Delhi.

The medical report of the Willingdon Hospital showed her exact height according to which she was fit but she was again sent to Willingdon Hospital for re-examination and she was again declared fit in all respects. She was allowed to resume her duty on 22-2-1974 and given short-duration telephone operators' duty where she completed 120 days prescribed period for regular appointment. She was then sent for three months training which she successfully completed and passed the test and thereafter her case was recommended for regularisation of appointment as Telephone Operator. However, in a letter dated 23-4-75 she received notice of termination of her services since she did not complete 120 days service in 1973.

The Commissioner took up her case with the concerned authority in the Ministry of Communications and pointed out that since she was not allowed to work in the year 1973 on the plea that she was short of prescribed height, it was not her fault that she could not complete 120 days service in the year 1973. Moreover, if she did not complete 120 days service in 1973 it was not understood why in 1974 she was again sent to Willingdon Hospital for second medical examination to get the correct proof of her exact height and allowed to resume duty after getting the certificate from the Willingdon Hospital and sent for three months training. However, when she fulfilled all the conditions and qualifications in 1974-75, termination of her service on the ground that she did not complete 120 days service in 1973 was unjustified. On 20-6-75 it was reported that necessary instructions had been issued by the Ministry for her absorption as regular Telephone Operator.

This is a typical case of harassment of a poor Scheduled Caste lady candidate due to administrative lapses and bungling.

- (2) In the Posts and Telegraphs Department, there is a quota in the Lower Division Clerks' cadre which is filled by promotion of Class IV employees on the basis of a departmental examination. In Bihar Circle, a Scheduled Caste Class IV employee, failed in such an examination by just one mark. He secured 119 marks out of 300 against the required aggregate of 120 marks (i.e. 40%). He cited a couple of cases in which the Scheduled Caste candidates were awarded grace marks and declared as qualified the examination. The matter was taken up with the Posts and Telegraphs Department who on reconsideration ultimately decided to promote the concerned Scheduled Caste Class IV employee to the Lower Division Clerks' cadre.
- (3) A representation was received on 18-4-75 from a Scheduled Caste widow whose husband working as a Jamadar in Posts and Telegraphs



Department had died on 19-12-1974 leaving behind his wife, two minor children aged 8 and 13 years and his widow sister, all of whom had no source of income. She stated that she was an illiterate woman and her appeal for any suitable job to the Post Master General, Delhi Circle was turned down on the plea that she was overaged and as such not fit for any job. In addition, she was asked to vacate the room which was allotted in her late husband's name unless she was willing to pay huge amount as a penalty.

Her case was taken up with the office of the Director General of Posts and Telegraphs demi-officially in the month of April, 1975 for sympathetic consideration according to the rules and a number of precedents allowing such concessions. On getting no suitable reply her case was taken up again demi-officially with the Minister for Communications in the month of May, 1975. It was thereafter alone that this office was informed in the month of September, 1975 by the concerned authority that the poor widow could not be appointed earlier for want of a Class IV vacancy in Delhi Circle suitable to females and that she had since been appointed in a vacancy of waterman in the Posts and Telegraphs Department and also allowed to retain the quarter allotted to her late husband. The question of allotment of the quarter in her own name was being examined.

- (4) A representation was received from the District Secretary, All India Federation of Scheduled Castes/Tribes, Backward and Minorities Employees Welfare Association, Ganjam District Branch, Berhampur, Orissa, stating that grave injustice was done to a Scheduled Tribe employee of Posts and Telegraphs Department. The representation was first made by them to the concerned authority in 1971 regarding his confirmation in the I.P.O.S. cadre and fixing his seniority. The representationist and the Association made protracted correspondence with the concerned authorities but failed to get justice. The case was taken up by Commissioner with the Director General, Posts and Telegraphs, New Delhi who finally informed that the representationist was promoted to HSG-II cadre and posted as Postmaster, Phulbani, Head Office which was his place of choice.
- (5) A representation was received from the Divisional Secretary, All India Scheduled Castes and Scheduled Tribes Railway Employees Association, Ajmer Branch, regarding non-selection of a Scheduled Caste employee of the Carriage and Workshop Department as Chargeman grade I, due to communal feelings and although he appears for several tests and examinations during the last two to three years he could not know the final decision of the

Selection Board and the result of previous tests/examinations. It was further reported that the applicant had taken up his case with the concerned authorities but failed to get any positive reply. The case was taken up with the Ministry of Railways (Railway Board) and the applicant was promoted with effect from May, 1972 on *ad hoc* basis. Further action for regularising his promotion was being considered.

- (6) In August, 1973, a telegram was received from a Scheduled Caste Loco Driver working in the Loco Running Shed, Bhavnagar Division stating that gross injustice was done to him by depriving him of promotion and he was observing fast for redressal of his grievances. His case was taken up with the Ministry of Railways who in February, 1975 informed the office that they had decided not to apply any test for literacy for *ad hoc* promotions from Drivers Grade 'C' to Grade 'B' and to promote all those who had been previously overlooked, reverting their juniors promoted earlier. In accordance with the decision, promotion orders for 17 Drivers including the representationist were issued in September, 1973. As a result 16 juniors who were promoted in the month of July, 1973 or earlier were reverted.
- (7) A Scheduled Caste lady made a representation to the Commissioner stating that her husband who was working as Khalasi in Carriage Department, South Eastern Railway at Vizianagaram, died prematurely in October, 1970. She approached the concerned authority for providing a job of sanitary cleaner to her daughter as one of such posts was lying vacant in the office of Health Inspector, Vizianagaram. Failing to get any response she approached the Commissioner to take up the case with the concerned authorities. She also complained that she could get the provident fund dues after two years but the gratuity money was still not paid to her. Her case was taken up with the Ministry of Railways (Railway Board) who intimated that the lady had been paid her settlement dues in July, 1974 and that her daughter had also been appointed as a substitute sanitary cleaner under Chief Health Inspector, Vizianagaram in August, 1974.
- (8) One Scheduled Caste person made a representation stating that his father, a Fitter in Gangapur City Loco Shed, Western Railway, died while in service. His mother widow of the deceased person, made a representation to the authority for seeking employment on compassionate grounds, but before her case could be considered she also died. At that time the representationist was a minor child and hence he could not then take up the matter with the authorities, but later being major and having some education he represented for a job on

compassionate grounds. The case was taken up with the Ministry of Railways (Railway Board) who informed that the representationist had been appointed as a Khalasi.

- (9) An organisation working for the Welfare of Scheduled Castes in Delhi brought to the notice of the Commissioner for Scheduled Castes and Scheduled Tribes a case regarding appointment of a Scheduled Caste widow, whose husband was working in a conservancy staff in Army Headquarters Camp before his death in February, 1974. The Ministry of Defence with whom the matter was taken up reported that she being overaged her case could not be considered for employment as Sweeper. The case was referred to the Chief Administrative Officer, in the Ministry of Defence and the Camp Commandant Army Headquarters Camp, National Stadium informed in March, 1975 that the relaxation of upper age limit in respect of the widow had been accorded under the orders of the Ministry of Defence and the same conveyed to the Station Headquarter, Delhi Cantt., by the Army Headquarters. The approval of the competent authority for relaxing the normal procedure of recruitment through the Employment Exchange, was also obtained by the authorities as a special case, on extreme compassionate grounds and the widow was employed as conservancy Sweeper with effect from 18th March, 1975.
- (10) A Scheduled Caste employee of the office of Controller General of Defence Accounts, Ministry of Defence, who was selected for the post of Assistant (Technical) in the Ministry of Law, was not relieved by his parent office to join the new post, in spite of the fact that he applied for the same through proper channel. He represented to the Commissioner in March, 1975 and the matter was referred to the concerned authorities who first reported that when the applicant was selected, the Ministry of Law desired that he should be sent on deputation basis. Since the applicant had himself applied and had not been sponsored on deputation by them, the Ministry of Law were advised that in case they required the Controller General of Defence Accounts to sponsor names of individuals for the post in question on deputation basis a requisition was required to be sent. The authorities further reported that this was done in accordance with the normal practice to call for volunteers from those considered most suitable. The authorities, however, ultimately agreed as a special case, to release the applicant since he had already been selected.
- (11) A member of the New Delhi Municipal Committee brought to the notice of the Commissioner in the month of January, 1975 that the Cement Control Division of the Cement Corporation of India Limited, an undertaking of the Ministry of Industrial Development and Civil Supply, Government of India, was not observing the various rules/orders regarding service safeguards provided to the Scheduled Caste/Tribe employees. A Scheduled Caste employee of the Cement Control Division working as Lower Division Clerk on monthly rated basis also brought to the notice of the Commissioner that the interests of the Scheduled Caste/Scheduled Tribe employees were being overlooked in that Organisation. In his representation he had stated that if the existing Government orders were followed by the management he would have been selected as Lower Division Clerk on regular basis against reserved quota. The case was taken up with the concerned authority and after a protracted correspondence Commissioner's office was informed that the representationist had been appointed as Lower Division Clerk on regular basis as a special case on the condition that he would pass the typing test within a period of six months.
- (12) A Scheduled Tribe person working in the office of the Joint Chief Controller of Imports and Exports, Calcutta represented to the concerned authority in the month of November, 1974 regarding his promotion from Lower Division Clerk to Upper Division Clerk and endorsed a copy of his representation to the Commissioner for taking up his case. In his representation it was stated that he had been working in that office as a Lower Division Clerk since October, 1956 and was never considered for promotion either to the post of Selection Grade Lower Division Clerk or Upper Division Clerk. He had made several representations in the month of November, 1974, December, 1974 and February, 1975. His case was taken up with the concerned authority and they intimated in the month of July, 1975 that the representationist had been promoted as Upper Division Clerk in that office.
- (13) A Scheduled Tribe person working as Assistant Buyer in the Engineers India Limited, New Delhi, represented to the Commissioner in the month of January, 1975 that justice had been denied to him by the management in the matter of his promotion. He had stated in his representation that he along with two other persons joined the organisation as Assistant Buyer in the month of October, 1972, and though his two colleagues were promoted as Buyers his case was not considered. The matter was taken up with the concerned authority. After a prolonged correspondence this office was informed that the representationist had been reclassified (as Buyer) with effect from July, 1974.
- (11) A member of the New Delhi Municipal Committee brought to the notice of the Commissioner in the month of January, 1975

- (14) An organisation working for the welfare of Scheduled Tribes in *Andhra Pradesh* brought to the notice of Commissioner that a Scheduled Tribe person who had passed the Industrial Training Institute test in 1972 could not get a job till March, 1975 in spite of the fact that a large number of vacancies reserved for them in public sector establishments remained unfilled. It was further reported that the Management of the Indian Drugs and Pharmaceuticals Limited, Hyderabad to whom the name of the applicant was recommended for appointment rejected him in spite of the fact that he was the only Scheduled Tribe candidate. The authorities with whom the matter was taken up reported that the applicant had been selected for appointment in their plant as Welder on work-charged establishment in May, 1975.
- (15) A widow of a Scheduled Caste Sepoy who was working in Secretariat Security Force, Ministry of Home Affairs, New Delhi, but who died in a road accident, represented for appointment in a Class IV job on compassionate grounds to enable her to maintain herself and the family with four children. Her case was taken up with the Ministry of Home Affairs, but that Ministry expressed their inability to provide her a job. However, they requested the Ministry of Works and Housing to locate suitable job for her. The Ministry of Home Affairs was requested several times to consider her case but without any tangible result. Ultimately her case was taken up by the Commissioner for Scheduled Castes and Scheduled Tribes with the Deputy Home Minister; and as a result the widow was provided with a regular employment in the Willingdon Hospital, New Delhi.
- (16) A Scheduled Caste widow of Sweeper in the Ministry of Home Affairs, represented that she should be offered a job on compassionate ground for maintenance of her children. When her case was taken up with the Home Ministry we were informed that her husband expired in the month of January, 1972 and the eldest son was appointed as Sweeper in the Ministry in May, 1972; but he resigned from service in 1974. That Ministry further intimated that since the widow was 50 years old and not keeping good health, it was not considered proper to appoint her. The question of employing her second son was, however, considered by the Ministry and he was appointed as sweeper in the month of September, 1975.
- (17) A complaint was received in the month of April, 1975 from several Member of Legislative Assembly of Rajasthan stating that a Scheduled Caste person who applied for the post of Senior Electrician in Hindustan Copper Limited, Khetri, Rajasthan (a Government of India Undertaking) was put to a test even though no test was prescribed and that though he was twice interviewed he was not selected even when on both the occasions he was the only Scheduled Caste candidate against three reserved vacancies. According to Government instructions which are applicable to public sector undertakings also, the Scheduled Caste/Tribe candidates are to be judged by relaxed standards. In case they are not available to fill up the vacancies reserved for them, even by relaxed standards the best among them are to be selected for appointment to class III and class IV non-technical and quasi-technical posts and given in-service training to bring them up to the required standard. The matter was taken up with the authorities concerned who informed that though the representationist was found much below the mark in the written test as well as interview for the post of Senior Electrician, he had been eventually appointed to that post in the month of June, 1975 by applying the relaxed standard.
- (18) A representation was received from the President and General Secretary, Safdarjang Hospital Scheduled Castes/Tribes Welfare Council, New Delhi, regarding appointment of a Scheduled Caste employee working as Sweeper, as a Lower Division Clerk, on compassionate grounds on account of sudden death of his father who was a class IV employee of the Hospital. Actually the boy was employed as a sweeper on compassionate ground after the death of his father. But since the boy was educationally qualified and eligible for the post of Lower Division Clerk, it was represented that he should be appointed as Lower Division Clerk. The case was taken up with the authorities of Safdarjang Hospital who intimated that the boy did not know typing and hence could not be absorbed as a typist. They referred his case to the Director General, Health Services for a decision and after prolonged correspondence Commissioner's office was informed that the boy had been appointed as a Lower Division Clerk in the Hospital with effect from 30th April, 1975.
- (19) A Scheduled Caste employee of the Syndicate Bank represented to Commissioner in May, 1974 stating that he was appointed as clerk in February, 1974 but was relieved of duties on 18th April, 1974 on the ground of the expiry of temporary vacancy. According to the applicant, his services were terminated due to caste prejudice, since his other colleagues who were appointed on temporary basis were continuing in services. The authorities, with whom the case was taken up reported that the allegations were unfounded and irresponsible. The authorities further stated that

during the period of his temporary appointment the applicant failed to show any aptitude for the work entrusted to him even after being given timely advice and guidance. The concerned authorities, who were again requested to reconsider the case in the light of the relaxations allowed to Scheduled Caste/Tribe candidates and giving them in-service training, agreed and issued order appointing the applicant as clerk in the month of April, 1975.

- (20) A Scheduled Caste employee of the Food Corporation of India who was working as Assistant Manager on *ad hoc* basis and was reverted as Assistant Grade I, represented to this office in March, 1975 stating that he had been reverted on flimsy grounds and his juniors have been promoted ignoring his seniority. The concerned authorities with whom the matter was taken up reported that *ad hoc* promotions had to be regularised by the Zonal Promotion Committee and since the post of Assistant Manager was a selection post, the Zonal Promotion Committee could not place the applicant on the panel as he could not come upto mark, in spite of the fact that he had been assigned one grading higher as required under the Government of India instructions prior to the introduction of reservation in selection posts in July, 1974. The authorities further reported that the applicant had been reverted only on this account and there were no other considerations responsible for this. The name of the applicant was, however, approved subsequently by the Zonal Promotion Committee while drawing panel of 1974 and he was promoted in April, 1975.

- (21) A Scheduled Caste employee of the Department of Atomic Energy who had been selected as Typist/Clerk in the Air India in 1972, could not report for duty because, on medical examination, he was advised to undergo some treatment for final clearance. The applicant approached this office in March, 1974 stating that since his treatment was delayed and had to be continued, but the Air India authorities were not allowing him further extension of joining time. The matter was taken up with the concerned authorities who reported that the post in question had been kept vacant for the applicant for one reason or the other since June, 1972 and agreed to keep the offer of appointment further open till June 13, 1974 on recommendation of the Commissioner's Organisation. Meanwhile the candidate had been hospitalised and the matter was again referred to the Air India in May, 1975 for further extension which was agreed to and the applicant when finally declared fit reported for duty on June 5, 1975—a rare example of utmost sympathy

and kindness on the part of the employer towards a poor Scheduled Caste person.

- (22) A representation from a Scheduled Caste Assistant Librarian working in the National Library, Calcutta, was received in the year 1971 stating that he was denied promotion as Assistant Librarian from due date and discrimination was made against him. The representationist joined the National Library in 1949 and in 1956 was appointed as Technical Assistant against reserved vacancy and confirmed in the same post in the year 1959. As per recruitment rules a Technical Assistant with 3 years service in the grade was eligible for promotion to the post of Assistant Librarian. The representationist was eligible for promotion to the post of Assistant Librarian in the year 1962 but he was superseded by general candidates on three occasions. However, he was promoted to the post of Assistant Librarian in 1970. The matter was taken up with the concerned authority. The facts furnished by the concerned Ministry indicated that Confidential Reports of the representationist for the year 1960 to 1963 contained adverse remarks though the same were never communicated to the representationist. A close scrutiny of the reply from the authority revealed that justice was denied to him. According to the instructions issued by the Government of India, the adverse remarks are to be communicated to the concerned officer so that he has a chance of improving those defects or to make representation against the adverse remarks. Had the adverse remarks contained in the Confidential Reports for the year 1960–1963 been communicated to him, he might have tried to rectify his defects, drawbacks, weaknesses, etc. given a better and improved performance and earned better reports which could have helped him to get promotion in 1964 or in 1966.

The matter was again taken up with the concerned Ministry and it was pointedly brought to their notice that on several occasions the representationist was superseded by his juniors and since the adverse remarks pertaining to the years 1960–63 were actually communicated to him in the year 1973, which was against the rules, his claim for promotion with retrospective effect giving him the consequential benefits of pay and seniority etc. should be sympathetically considered. A reference was also made to the Union Minister of Education and Social Welfare stating that the representationist may be compensated by way of proforma promotion from retrospective effect and consequent revision of seniority in the grade of Assistant Librarian. This case was also referred to the Commissioner by the Chairman, Parliamentary

Committee on the Welfare of Scheduled Castes and Scheduled Tribes and a few Members of Parliament.

The concerned Ministry seems to have adopted an adamant and recalcitrant attitude as there has been no response since September, 1975 despite several reminders. However, the Commissioner for Scheduled Castes and Scheduled Tribes is fully convinced that this is a case where a gross and grave injustice has been caused to an innocent poor Scheduled Caste Officer due to serious administrative lapse and flagrant violation of Government orders and instructions to protect and safeguard the service rights of Scheduled Caste/Tribe Government servants.

- (23) An advertisement was published in the press on 29-7-1973 by the Delhi Administration stating that Delhi Administration Subordinate Service Grade II Examination for the year 1973 for recruitment to temporary vacancies in the scale of Rs. 210-425 would be held by the Administration on 23-9-1973 and 30-9-1973. It was mentioned therein that only such candidates would be considered for being admitted to the examination who had registered their names with the Employment Exchange at Delhi before 29-7-1973.

The matter was taken up with the Delhi Administration demi-officially on 8-8-1973 stating that the Scheduled Caste and Scheduled Tribe candidates who might have registered themselves with the Employment Exchanges subsequently after reading the advertisement, would be deprived of a chance to appear in the examination. It was suggested that the registration should be extended to at least the last date fixed for submission of applications for admission to the examination i.e. 22-8-1973. It was also brought to the notice of the authorities that the usual relaxation of 5 years in the maximum age for Scheduled Caste and Scheduled Tribe candidates was not indicated in the advertisement as required and hence a suitable corrigendum to the advertisement should be issued so that prospective Scheduled Caste/Tribe candidates who are covered by the relaxed limit, may also apply.

After a protracted correspondence with the Delhi Administration this office was informed by that administration in the month of July, 1974 that last date for registration in the Employment Exchanges was extended upto 1-8-1973 and a corrigendum to that effect was also published in the newspapers. Due to some administrative difficulties, it was not possible for the administration to extend this date to the last date for submission of application forms. Regarding the question of relaxation in age limit to Scheduled Caste/

Scheduled Tribe candidates it was stated that the administration granted 5 years relaxation in all cases of employment and the said provision was invariably mentioned in the Rules a copy of which was supplied to the candidates along with application forms. Since it was equally important that the provision regarding relaxation in age for Scheduled Castes/Scheduled Tribes should be mentioned in the advertisement itself to enable the intending Scheduled Caste/Scheduled Tribe candidates to avail of the opportunity otherwise they may not apply on account of over-age, the Delhi Administration who had been approached again in the month of May, 1975 stated that the Administration had decided that in future whenever an advertisement was issued in the newspapers for recruitment, the extent to which relaxation in age limits was permissible to Scheduled Caste/Scheduled Tribe candidates would be mentioned.

- (24) A Scheduled Caste teacher working in a Municipal Primary School in Delhi represented to this office in November, 1973 that according to the procedure existing at that time in Delhi Administration the departmental S.A.V. certificate could be awarded to some of the teachers who had joined service as Assistant/Head Master upto 31-12-1965 in some recognised schools in Delhi and were in continuous service since then. The applicant further stated that no relaxation had been allowed to Scheduled Caste/Tribe candidates. The matter had been taken up with the Directorate of Education impressing upon them that persons belonging to the Scheduled Castes and Scheduled Tribes usually complete their education and enter service at a comparatively advanced age due to their socio-economic backward condition. It is because of this reason that Government had prescribed a relaxation of five years in the maximum age limit in favour of Scheduled Castes and Scheduled Tribes for purposes of entry into service. The Directorate of Education was accordingly requested to consider the desirability of making a similar relaxation in the case of Scheduled Caste/Tribe teachers in the matter of their date of entry into service in a recognised school in Delhi for the purpose of the award of the S.A.V. certificates. The matter had been placed before the Departmental Committee (equivalence) in the Directorate of Education which decided "that the S.A.V. certificates may be issued to the Scheduled Caste/Scheduled Tribe teachers who are in continuous service prior to 31-12-72".
- (25) A Scheduled Caste employee of the office of the Narcotics Commissioner of India, Gwalior, *Madhya Pradesh* had represented to this office in April, 1970 requesting to take up the matter with the concerned authorities for fixation of his seniority in the grade of Upper

Division Clerk and consequential promotion to the grade of Head Clerk against a reserved post for Scheduled Castes. That applicant again represented in June, 1970 stating that though the authorities concerned had decided to assign him notional seniority in the grade of Upper Division Clerk from back date, he had not been promoted to the post of Head Clerk from due date and as such stood superseded by a number of juniors. The matter was referred to the Central Board of Excise and Customs in the Ministry of Finance who after a prolonged correspondence, reported in January, 1975 that the Board had directed the Narcotics Commissioner that the seniority of the applicant in the grade of Upper Division Clerk might be reckoned on the basis of the notional date of promotion and he be allowed consequential benefits of promotion as Head Clerk and Deputy Superintendent. The authorities further reported in the month of July, 1976 that according to the orders from Central Board of Excise and Customs the case of the applicant for assigning notional seniority in the grade of Head Clerk was placed before the Departmental Promotion Committee and had been approved with consequential benefits due to him according to rules.

- (26) A Scheduled Caste person was reported to have been appointed to a Class IV post in a District office under *Uttar Pradesh* Government against a leave vacancy. He was not allowed to sign in the attendance register. Instead he was made to work at the residence of the officer. At the end of the leave period while all others were paid their salaries, nothing was paid to him. He, therefore, represented his case to the Commissioner in the month of January, 1975 for early payment of his dues. He also complained that though later some regular vacancies had arisen and he had the experience of the work in the office, he was never considered for appointment against a regular vacancy. He complained that other persons who could bribe the Head Clerk were appointed but his claim to the Class IV post was ignored. He further claimed that in the entire office not a single employee belonged to the Scheduled Castes and two Scheduled Caste persons who were appointed earlier had also been removed from service. The matter was referred to the authorities concerned who informed that payment of dues had since been made to the representationist in the month of April, 1975 and since he had already got a job, he had no grievance now.

## CHAPTER 4

### UNTOUCHABILITY

(Articles 17 and 35)

The practice of untouchability has been a great social evil in our society. The importance of its eradication was realised by our national leaders, social workers and the Government. It is good to note that as a result of several measures undertaken it has lost much of its viciousness, at least in the urban areas of our country. However, the practice is still observed in varying degrees in many of the rural areas of the country and to some extent in the urban areas as well. From time to time, instances are reported about the indignities suffered by the Scheduled Caste persons at the hands of orthodox and diehard elements.

#### Study conducted by Osmania University

4.2 A study conducted by the Osmania University, Hyderabad, *Andhra Pradesh*, revealed that the persons belonging to Scheduled Castes were still discriminated against by the caste Hindus in the villages of the districts of Hyderabad and Nizamabad. At certain places, separate sitting arrangements had been made for the Scheduled Caste students in village schools. The persons belonging to these communities were not allowed to draw water from the public wells in many villages. In 18 villages, the Scheduled Caste persons were not allowed to enter into temples and the high caste persons did not accept water from them. In some villages, marriage processions of Scheduled Caste persons were not allowed to pass through the main village thoroughfares. Even around Hyderabad city, social discrimination against Scheduled Castes was practised. It was found that discrimination was less severe where secular institutions existed. In some of the village panchayats, the members belonging to Scheduled Castes were not allowed to sit with caste Hindu members.

#### Padyatra by Madhya Pradesh Harijan Sevak Sangh

4.3 The *Madhya Pradesh* Branch of the Harijan Sevak Sangh conducted a *padyatra* on the occasion of Gandhi Jayanti in 339@ villages in 15@ districts of the State to develop suitable atmosphere for the eradication of untouchability in the rural areas. The main findings of the *padyatra* are given below :—

- (a) Out of 280 drinking water wells in 339 villages visited, the Scheduled Caste persons could draw water only from 133 wells without any hindrance or difficulty.
- (b) Out of 205 temples in these villages, the Scheduled Caste persons were denied entry to 91 temples.

@Rajnandgaon (21), Shiyipuri (20), Dewas (23), Bilaspur (21), Satna (20), Khargone (23), Rajgarh (20), Raipur (41), Saugar (20), Jabbalpur (19), Mandasur (20), Ujjain (21), Balaghat (20), Guna (20), Morena (30).

- (c) Out of 225 restaurants/hotels located in the area covered in the *padyatra*, the persons belonging to Scheduled Caste did not have access to 98 restaurants/hotels.
- (d) In 79 Panchayats, the members belonging to Scheduled Caste were not allowed to sit on the same carpet along with other high-caste members.
- (e) The services of barbers were not available to the Scheduled Caste persons in 272 villages.
- (f) In 268 villages, the Scheduled Caste persons were denied services of the washermen.

#### Observations made by Parliamentary Committee regarding practice of untouchability in Himachal Pradesh

4.4 It was observed by the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes in the course of its tour in Solan, Sirmur, Bilaspur, Hamirpur, Una and Kangra districts of *Himachal Pradesh* that untouchability was still practised against Scheduled Caste persons in schools, public institutions etc. The Scheduled Caste employees working in villages, like school teachers, *patwaris* and other field workers were the victims of social disabilities. They were not provided residential accommodation even on rent. The teachers belonging to Scheduled Caste were socially boycotted by other teachers. Scheduled Caste persons were not allowed to touch the vessels of high caste persons and draw water by themselves.

#### Cases registered under Untouchability (Offences) Act, 1955

4.5 Available information regarding the number of cases registered under the Untouchability (Offences) Act, 1955, and the number of cases in which conviction took place during the year 1974, is given below :—

Sl. No.	Name of the State/Union Territory	1974	
		Number of cases registered	Number of cases in which conviction took place
1.	Jammu & Kashmir	1	—
2.	Maharashtra	272	17
3.	Orissa	3	4*
4.	Uttar Pradesh	11	—
5.	West Bengal	1	—
6.	Goa, Daman & Diu	2	1
7.	Pondicherry	1	1

\*30 cases were pending for disposal at the end of the year 1973 and out of the total number of 33 cases, in 4 cases convictions were secured.



It would be seen from the above statement that 291 cases were registered under the Untouchability (Offences) Act, 1955 in the States/Union Territories of *Jammu and Kashmir, Maharashtra, Orissa, Uttar Pradesh, West Bengal, Goa, Daman & Diu* and *Pondicherry*, but only 23 convictions were secured.

#### **Amendment of Untouchability (Offences) Act, 1955**

4.6 It was mentioned in the last year's Report that a bill amending the Untouchability (Offences) Act, 1955, had already been introduced in Parliament. The bill provides more stringent punishments to the offenders. It is also proposed to establish a special machinery to enforce the provisions of the Act both at the Centre as well as in the States. **It is hoped that the bill amending the Untouchability (Offences) Act, 1955 would be passed by Parliament as early as possible.**

#### **Steps taken by the State Governments to check the practice of untouchability**

4.7 Some of the State Governments have constituted committees for the effective implementation of the provisions of the Untouchability (Offences) Act. Besides various schemes have been put into operation for the educational and economic advancement of Scheduled Caste persons so as to improve their lot and to give them economic independence. Feelings of casteism and untouchability are sought to be overcome through schemes like inter-caste marriages. Information regarding the special steps undertaken in some of the States to curb the practice of untouchability is given below :—

**Andhra Pradesh :** The Government of *Andhra Pradesh* conducted a State level Harijan Conference in April 1976 at Hyderabad to help the Government to undertake an intensive time-bound and practical action programme for the Scheduled Castes. Several top national leaders participated in the Conference and made useful suggestions for ameliorating the conditions of Scheduled Caste persons. A paper contributed by the Commissioner to this Conference is given at Appendix VII.

**Gujarat :** In *Gujarat* under the scheme of encouragement of inter-caste marriages each married couple was being granted subsidy of Rs. 5,000 in the form of savings certificate. During 1974-75, 3 couples were given financial assistance. Besides their marriages were greeted by organising a public function wherein the government officials and other social workers were present.

**Karnataka :** The Government of *Karnataka* set up a Civil Rights Enforcement Cell to supervise and coordinate the work of all agencies entrusted with the task of taking action on complaints of illtreatment and atrocities on the Scheduled Castes; to review judgements in the cases registered under the Untouchability (Offences) Act and those concerning atrocities on Scheduled Castes and to file appeals, if necessary. The cell was also entrusted with the task of keeping a watch on public servants who did not respect and execute the laws and rules and who abetted the offenders against the Scheduled Castes. The Cell started functioning

in October 1974 and upto 31st March, 1975, 543 petitions were received in the Cell and 56 petitions were taken up for enquiry. Rest of the cases were forwarded to the concerned districts for necessary action. The Government of *Karnataka* issued orders that financial assistance upto Rs. 2,000 would be made available to the couples contracting inter-caste marriages. Instructions were also issued to the licensing authorities of Taluka Development Boards and Panchayats to insert the condition while issuing the licences for hotels etc., that the persons belonging to Scheduled Castes would also be treated like other people. Deputy Commissioners of the districts were requested to issue instructions to all the panchayats to induce the owners of hotels, restaurants, tiffin rooms etc. not to display communal name boards.

**Uttar Pradesh :** In *Uttar Pradesh*, district Magistrates and Superintendents of Police had been made personally responsible for security of Harijans and other weaker sections of the society and ordered to take stern action against the persons harassing them. A special cell under a Deputy Inspector General of Police had also been set up to look into the complaints of atrocities against Scheduled Caste persons.

**Delhi :** The *Delhi* Administration set up a high power Committee under the Chairmanship of an Executive Councillor for the effective implementation of the provisions of the Untouchability (Offences) Act, 1955.

**Goa, Daman & Diu :** In *Goa, Daman & Diu* instructions were issued to the police officers that all cases registered under Untouchability (Offences) Act, 1955 were to be treated as grave crimes and reports thereon by quickest means were to be submitted.

**Pondicherry :** The Advisory Board for the welfare of Scheduled Castes and Scheduled Tribes reviews the working of the Untouchability (Offences) Act, 1955 and makes recommendations for better enforcement of the Act. The Police Department was reported to be keeping a close vigilance on such happenings.

#### **Work done by the Ministry of Information and Broadcasting for the removal of Untouchability**

4.8 Information regarding the work done by the various media of the Union Ministry of Information and Broadcasting during the year 1974-75 may be seen at Appendix VIII. Besides some of the reputed voluntary organisations like Harijan Sevak Sangh and Bharatiya Depressed Classes League were also doing some useful work through their *pracharaks* in this direction.

4.9 The rigours of untouchability have been lessened and removed to a great extent, but still a lot requires to be done for the total eradication of the evil. **As this is a social problem, it would be better that as far as possible, social harmony is maintained between the various sections of the society, in enabling Scheduled Caste persons to get their rightful place in the society. But wherever orthodox elements refuse to come round, they must be suitably punished.**



## CHAPTER 5

### CASES OF ATROCITIES AND HARASSMENT

It was after the attainment of independence that various problems of Scheduled Castes and Scheduled Tribes came to the forefront and special programmes were launched for the amelioration of their socio-economic conditions. The Constitution itself very specifically provides for the protection of the Scheduled Castes and Scheduled Tribes from social injustice and all forms of exploitation. A number of legislative measures have since been undertaken to protect and safeguard the interests of these communities. Special cells have been created in some States to look into the complaints of atrocities and harassment against the Scheduled Castes and the Scheduled Tribes. However, in spite of these measures representations continued to be received in this Organisation during the year under Report. The Central Government have been making several suggestions to various State Governments from time to time that "the discretion available within the legal and constitutional framework should be fully exercised to ensure that the weaker sections, particularly, members of Scheduled Caste and Scheduled Tribe have a fair deal and do not suffer on account of their position in the society". With the proclamation of emergency in the country and launching of the Prime Minister's 20-Point Economic Programme which marks the beginning of a renewed and vigorous battle against poverty as well as for mitigating the sufferings of the weaker sections of the society, it is hoped that a new social order will soon come into being and the incidents of atrocities and harassment will be brought down to the minimum, if not altogether rooted out.

#### Number of complaints received from Scheduled Castes

5.2 As in the earlier years, a large number of complaints continued to be received in this Organisation about harassment of Scheduled Castes as well as atrocities committed on them in the matter of services, education, land, housing, etc. The subject-wise break-up of these complaints received during the years 1973-74 and 1974-75 is given below:—

S. No.	Subject	Number of complaints received during	
		1973-74	1974-75
1	2	3	4
1. Service matters		3,228	3,234
2. Untouchability and harassment		716	712
3. Land and agriculture		210	240
4. Education		212	161
5. Housing		64	34
6. Financial assistance		88	44
7. Miscellaneous		104	159
TOTAL		4,622	4,584

It would be seen from the above table that the Scheduled Castes continued to suffer on account of harassment caused to them as well as other problems faced by them.

#### Number of complaints received from Scheduled Tribes

5.3 A similar break-up of figures regarding the complaints received from Scheduled Tribes during the years 1973-74 and 1974-75 is given in the table below:—

S. No.	Subject	Number of complaints received during	
		1973-74	1974-75
1	2	3	4
1. Service		189	175
2. Harassment		17	15
3. Land and agriculture		16	12
4. Education		14	10
5. Housing		3	—
6. Miscellaneous		17	—
TOTAL		256	212

5.4 As indicated in the previous Report, the lesser number of complaints received from Scheduled Tribes, as compared to those received from the Scheduled Castes, does not indicate that they are getting a better treatment but it is only due to their illiteracy, inaccessibility of the areas where they live and their being less vocal that a smaller number of complaints against their exploiters were received.

#### Action taken on complaints received from Scheduled Castes and Scheduled Tribes

##### (i) Action taken by the Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes

5.5 The representations received in this Organisation are forwarded to the Zonal Directors/Deputy Directors, Backward Classes Welfare, State Governments/Union Territory Administrations concerned for finding out the facts of the cases and action taken thereon. Some representations are also forwarded to the District Magistrates/Collectors/Superintendents of Police concerned for that purpose. In some important cases, the Commissioner and his officers visit the places of occurrence for on-the-spot enquiries and the reports are furnished to the Ministry of Home Affairs/State Governments/Union Territory Administrations. As stated in the earlier Reports, inadequate staff and limited funds have been hindering the efforts of this Organisation in making appropriate enquiries.

**(ii) Action taken by the State Governments and Central Government:**

5.6 The State Governments take action under the law, on the complaints received by them directly as well as those forwarded by this office and other authorities/agencies concerned. Several incidents of murder, rioting and arson were reported in *Bihar* involving different sections of the community such as Scheduled Castes and landless labourers on the one side and land owners and affluent people on other side. Looking at the gravity of the situation, the Government of *Bihar* constituted a 15 members 'Social Injustice Removal Committee' to find out the background of the large number of clashes in Patna and Bhojpur districts. The functions of the Committee include, besides studying the causes and circumstances of the prevalent unrest in the affected areas, advising the State Government on solution at the political level. The report of the Committee is still awaited.

**Constitution of cells to look into the grievances of Scheduled Castes and Scheduled Tribes**

5.7 The cells constituted by different State Governments continued functioning during the year 1974-75. According to available information re-

garding the working of the Cell specially set up by the Government of *Uttar Pradesh* for investigating the complaints of harassment and atrocities against Scheduled Castes and Scheduled Tribes, it appears that the number of false complaints is growing day by day. It was 45 per cent in 1973, 55 per cent in 1974 and 63 per cent in 1975 (upto 13-9-1975). It is suggested that in order to improve the working of the special cells established in the States of *Uttar Pradesh*, *Madhya Pradesh*, *Karnataka*, etc., a meeting should be convened by the Ministry of Home Affairs to find out ways and means of making them more effective.

**Typical cases of atrocities and harassment**

5.8 Cases relating to harassment of Scheduled Castes and Scheduled Tribes and atrocities on members of these communities as well as harassment of women-folk, harassment on account of land and housing problems, educational problems and social boycott were received in this office. Complaints relating to harassment of Scheduled Castes and Scheduled Tribes in service matters have been dealt with elsewhere in this Report. Some of the typical cases of complaints and action taken by this Organisation may be seen at Appendix IX.

## INDEBTEDNESS AND BONDED LABOUR

## Indebtedness

## Action taken by the Central and State Governments

Indebtedness is the basis of almost all the forms of exploitation to which Scheduled Castes, Scheduled Tribes and other weaker sections of the society, particularly those living in rural areas, are subjected to. Liquidation of rural indebtedness has, therefore, been included as an important and significant item of the new economic programme announced by the Prime Minister. An Inter-Ministerial Group constituted in the Ministry of Agriculture and Irrigation formulated broad guidelines for implementation of this programme. The guidelines indicate legislative action to be taken by the State Governments and Union Territory Administrations for imposition of moratorium on recovery of debts, total discharge and scaling down of debts by stages in respect of small and marginal farmers, agricultural landless labourers and rural artisans. Considering the relative backwardness of the tribal population even amongst the weaker sections, the State Governments were advised to adopt more liberal norms in regard to the land held by members of Scheduled Tribes, say, doubling the norms\* relating to land holdings suggested for non-tribal categories. These guidelines were sent to the Chief Ministers of all States and Union Territories by the Union Minister for Agriculture and Irrigation. Information regarding the action taken by the State Governments and Union Territory Administrations is categorised below:—

- (a) State Governments which have taken complete legislative action for removal of rural indebtedness *i.e.* moratorium, liquidation and scaling down of debts:  
*Haryana, Tripura and West Bengal.*
- (b) State Governments which have taken action for moratorium and total discharge of debts:  
*Assam, Himachal Pradesh, Madhya Pradesh, Maharashtra, Punjab, Karnataka, Rajasthan and Uttar Pradesh.*
- (c) State Government which have taken action only for total discharge of debts:  
*Bihar*

\*For non-tribals

- (i) A marginal farmer means a farmer who owns land measuring not more than one hectare of unirrigated land and who cultivates personally such land and also a farmer who cultivates as a tenant or a sharecropper land measuring not more than one hectare of unirrigated land.
- (ii) A small farmer means a farmer who owns land measuring more than one hectare of unirrigated land but less than two hectares of unirrigated land and who cultivates as a tenant or a sharecropper land measuring more than one hectare of unirrigated land but less than two hectares of unirrigated land.

- (d) State Governments and Union Territory Administrations which have taken action only for moratorium :

*Andhra Pradesh, Kerala, Gujarat, Manipur, Meghalaya, Orissa and Tamil Nadu* and the Union Territories of *Chandigarh, Pondicherry, Andaman & Nicobar, Islands, Lakshadweep, Dadra & Nagar Haveli, Goa, Daman & Diu.*

- (e) State Governments and Union Territory Administrations which have not taken any action or where such action is not considered necessary:

*Jammu & Kashmir, Sikkim and Nagaland* and the Union Territories of *Delhi, Mizoram and Arunachal Pradesh.* (The problem does not exist in *Nagaland* and Union Territories of *Mizoram* and *Arunachal Pradesh.* It is proposed to extend the Haryana Act to the Union Territory of *Delhi.* *Sikkim* has set up a Committee of officials to survey the extent of rural indebtedness, availability of credit facility and related issues).

6.2 The details of Statewise position regarding legislative and executive action taken for removing rural indebtedness is given at Appendix X. In case of Scheduled Tribes, most of the States have accepted the recommendation of the Ministry of Agriculture and doubled the land holding limit for agricultural labourers belonging to these communities as compared to that of other communities in their Acts.

## Alternative sources of credit

6.3 Debt relief alone is not enough. It is to be supplemented by providing suitable alternative arrangements to the members of the weaker sections of the society in securing easy loans for agricultural, social and consumption purposes. Such arrangements should obviate the need for these persons to fall back into the clutches of the private money lenders to meet their credit needs. Action taken by some of the State Governments in this regard is indicated below:—

- (i) *Tripura* Government is finalising the Agricultural Credit Agency Ordinance to ensure flow of credit to the members of weaker sections of the society, particularly those belonging to Scheduled Castes and Scheduled Tribes;
- (ii) *West Bengal* Government propose to set up two Corporations, namely, West Bengal Tribal Development Corporation and West Bengal Scheduled Castes Development and

Finance Corporation to meet the credit-cum-marketing needs of Scheduled Castes and Scheduled Tribes. The Tribal Development Corporation will be the apex body for providing package of services, including credit for social and consumption purposes to tribal members from a single point. The Scheduled Castes Corporation will be entrusted with the job of providing seed money to Scheduled Caste artisans, entrepreneurs and agriculturists,

- (iii) The Assam Rural Indebtedness Relief Act, 1975 provides, *inter alia*, facilities for advancing of loans to the members of Scheduled Castes and Scheduled Tribes. Apart from loans for productive purposes, they will also be entitled to obtain loans for marriage, education for their children, funeral rites and for purchasing shares of the Co-operative Panchayat Somboy Somity of the area. The Somities will be responsible for providing loans to Scheduled Castes and Scheduled Tribes of the respective areas;
- (iv) In *Rajasthan*, it is proposed to set up a Corporation on cooperative basis which will provide alternative credit through a large-scale multi-purpose Cooperative society. The State Government propose to distribute short-term, medium-term and long-term credit to the tune of Rs. 22.50 crores through this Cooperative Society to members of weaker sections of the society during the year 1976-77. A rural bank has also been established at Jaipur, to provide such loans;
- (v) In *Andhra Pradesh*, the Girijan Cooperative Corporation is extending credit facilities to tribal cultivators through a net work of Primary Societies organised in tribal areas. The Reserve Bank has recognised the Girijan Corporation as Cooperative Central Bank for pumping the agro-credit to tribal cultivators. The nationalised banks are also advancing loans to the tribals both for agricultural and non-agricultural purposes. Further, the Revenue, Agriculture, Industries and Commerce Departments are also extending credit facilities to members of Scheduled Castes and Scheduled Tribes for agriculture and setting up of cottage industries.

#### The role of Banks as a source of credit

6.4 The Central Government have also been considering to issue guidelines to the Reserve Bank and the nationalised banks for involving them more actively in the task of providing credit facilities to members of the Scheduled Castes, the Scheduled Tribes and other weaker sections of the society. The Steering Committee for guiding the arrangement of a unified credit-cum-marketing structure for covering the entire tribal sub-plan area has been reconstituted. The Union Secretary, Rural Development Department has

been nominated to be the Chairman of the reconstituted Committee and it has been suggested to the Committee to complete its work by the end of May 1976.

6.5 On the basis of the recommendations made by a Committee headed by Shri B. Sivaraman, Member, Planning Commission, the Reserve Bank of India will issue guidelines to the cooperative and commercial banks to make an immediate assessment of the requirements of the State Governments for drawal from the banks to strengthen the equity base of the co-operatives. The Committee was set up to consider alternative arrangements for consumption credit, following the liquidation of rural indebtedness as a part of the 20-point programme. It estimated the consumption credit requirements of those having no land holdings or up to half-an-acre, at Rs. 170 crores and of those owning up to 5 acres at Rs. 125 crores. The Committee has suggested to the Government of India to discuss with the Reserve Bank of India the question of finding Rs. 295 crores needed by the co-operative banking system for providing consumption credit to small and marginal farmers. To solve the twin problems of provision of employment and collection of consumption loans, the Committee has recommended that on the model of the scheme enumerated by the Maharashtra Government, the borrowers be put on an employment scheme worked out by the Departments of the State Governments. Each State should identify such production schemes on which employment can be assured to unemployed rural masses so that the loans can be recovered promptly. For this purpose, the primary agricultural societies will have to be organised into viable units, farmers' service societies, besides multipurpose societies, each to have a full-time paid Secretary/Managing Director. These will be the best suited to handle the business of providing consumption credit to the various categories of the rural community. It is suggested that the Central Government should issue guide lines to the commercial banks, including regional rural banks, to fall in line, with the recommendations of the Committee and provide consumption credit. The State Governments should also take concrete steps to gear up their machinery to take full advantage of the facilities offered by the Reserve Bank and the other banking organisations in this regard. This task is very important, urgent and a stupendous one.

#### Provision for consumption loans

6.6 According to a survey conducted by United News of India, about 65 to 70% of small farmers, Scheduled Castes and Scheduled Tribes in rural areas are steeped in debt and are at the mercy of village moneylenders. The survey shows that while agricultural needs contribute to more than half the debts incurred by these families, domestic consumption, marriages, deaths and religious and other social ceremonies account for the rest. The average debt of a family varies from Rs. 250 to over Rs. 500. Similar survey carried out by the Tribal Research Institute, Hyderabad has revealed that in *Andhra Pradesh* more than 62% of the total households surveyed were in debt. According to an estimate,

70 to 80 per cent of rural population in *Rajasthan* comprising small farmers, agricultural labour, rural artisans, Harijans and Adivasis were in debt. Whereas the measures taken by the State Governments in liquidating the debts of Scheduled Castes, Scheduled Tribes and other weaker sections in rural areas have produced the desired results to a large extent, the immediate need is to set up a suitable organisation at the village level to sanction easy, credit for production as well as consumption purposes. This organisation should be as simple as a Harijan/Adivasi villager is. Simultaneously, caution has to be taken to see that their indebtedness should be to such an extent which does not keep them indebted throughout their lives or they turn bad debtors. For this purpose a sense of thrift and financial discipline will have to be inculcated in them. The credit-cum-marketing societies should also undertake the functions of thrift agencies and at the time of harvesting or marketing of the produce of the tribals, these societies should persuade them to deposit some portion of their produce as saving to be drawn by them at the time of their needs during the lean period of the year. Their habit of spending on the so-called social obligations and out-dated, meaningless rituals needs to be reformed so as to avoid wasteful expenditure on such occasions.

### **Bonded Labour**

6.7 Though forced and 'bonded labour' has been forbidden under Article 23 of the Constitution, the practice of traffic in human beings in the shape of 'begar' or forced labour continued in the country in one form or the other. The upper stratum in the village side continued this exploitation and the worst sufferers were the backward classes, particularly the Scheduled Castes and the Scheduled Tribes. Exploitation of this nature is practised by the land-lords, money-lenders, traders and contractors who usually advance cash and other necessities of life at prohibitive rate of interest to Harijans, Adivasis and other weaker sections of the society. In lieu of this, free services from these people are demanded by such exploiters. Bonded Labour is known by different names in different parts of the country, mention about which has already been made in our earlier Reports.

### **Legislative and Executive measures taken by State and Central Governments**

6.8 Many State Governments enacted laws to eradicate this barbarous practice, yet it remained in practice, particularly because of the slow and ineffective implementation of these laws and particularly because of the ignorance of the poor and innocent Scheduled Caste and Scheduled Tribe people. All the same, it has constantly engaged the attention of the leaders and administrators at various levels.

6.9 After the proclamation of Emergency, the abolition of Bonded Labour System was one of the major programmes included in the 20-Point Programme of the Prime Minister. The Prime Minister in her broadcast in July, 1975 stated, "The practice of bonded labour is barbarous and will be abolished. All contracts and other arrangements under which

services of such bonded labour are now secured will be declared illegal." In pursuance of this programme, the State Governments of *Andhra Pradesh*, *Bihar*, *Karnataka*, *Kerala*, *Madhya Pradesh*, *Rajasthan* and *Uttar Pradesh* took necessary measures to abolish "Bonded Labour" by issuing fresh Ordinances. By these Ordinances all contracts, oral or written where a party is obliged to repay 'bonded' debts have been discharged. So also, no suit or other proceedings shall lie in any court for recovery of 'bonded' debts. Stringent punishment for those who keep any 'bonded labour' has been proscribed. Some of the States, like *Uttar Pradesh* and *Madhya Pradesh* have empowered their police officers to arrest the suspects without any warrant. Any person found perpetuating this practice is liable to be imprisoned for 3 years and/or a fine upto Rs. 1,000.

6.10 In *Rajasthan*, Block Development Officers have been given powers of search and seizure for speedy implementation of the Ordinance. Further, under their Ordinance, *Rajasthan* Government have made the offences not only cognizable but non-bailable too. In *Andhra Pradesh*, *Karnataka* and *Kerala*, First Class Magistrates/Revenue Development Officers have been given powers for quick disposal of the cases detected. Under the Ordinance issued by *Kerala* Government, no legal practitioner shall appear for pleading the case on behalf of any party. *Andhra Pradesh* Government have declared that debtors (Bonded Labour) detained in jails shall be released. Though the State Governments have taken measures to abolish the Bonded Labour System, these were found inadequate in some respects, particularly in respect of the rehabilitation of the freed bonded labourers.

### **Bonded Labour System (Abolition) Act, 1976**

6.11 The Central Government after considering this problem carefully decided to prepare a Central law for the entire country abolishing the Bonded Labour System. Accordingly, an Ordinance known as Bonded Labour System (Abolition) Ordinance, 1975 was promulgated by the President on the 4th October, 1975 which came into force on the 25th October, 1975. The Ordinance has now been replaced by an Act of Parliament.

6.12 Under this Act, bonded labour system means the system of forced or partly forced labour, wherein a debtor and his family members are obliged, in consideration of an advance obtained from the creditor by him or any of his forefathers or descendants or in consideration of the interest, if any, due on such advance, or in pursuance of any customary or social obligation or by reason of his birth in any particular caste or community, to render labour or service to the creditor without wages or for nominal wages. Under this system the debtor may forfeit the freedom of employment or other means of livelihood for a specific period or right of freedom of movement or even right of disposal or selling of his property at market value or product of his labour or the labour of a member of his family.

### Liability to repay bonded debt extinguished

6.13 The above-mentioned Act extinguishes liability of the bonded labourer to repay the bonded debt and bars filing of suit in any form for its recovery. It also provides that whenever a complaint is made by a bonded labourer, the burden of proof that the debt is not a bonded debt shall lie on the creditor. The property of the bonded labourer under any mortgage etc. stands freed. The bonded labourer has been given legal right to secure restoration of possession from the creditor of his property by applying to the prescribed authority. It prohibits eviction of freed bonded labourer from his homestead or other residential premises. Offences attracting the provisions of this Act are cognizable and bailable and may be tried summarily by an Executive Magistrate who has been entrusted with the powers of a Judicial Magistrate. Each of these offences except the one relating to restoration of property is punishable with imprisonment extending to three years and a fine upto Rs. 2,000.

### Vigilance Committees

6.14 The said Act provides for the setting up of Vigilance Committees at the District and Sub-Divisional levels to ensure the proper implementation of the Act and provides for economic and social rehabilitation of bonded labourers.

### Functions

6.15 The Vigilance Committees at the District or Sub-Divisional level would consist of 10 members, presided over by the District or Sub-Divisional Magistrate or a person nominated by him with three persons belonging to Scheduled Castes/Scheduled Tribes of the area, two social workers, three members representing the official or non-official agencies connected with rural development and one person to represent the financial and credit institutions in the District/Sub-Division.

The functions of each Vigilance Committee shall be:—

- (a) to advise the District Magistrate or any officer authorised by him as to the efforts made, and action taken, to ensure that the provisions of this Act or of any rule made thereunder are properly implemented;
- (b) to provide for the economic and social rehabilitation of the freed bonded labourers ;
- (c) to co-ordinate the functions of rural banks and co-operative societies with a view to canalising adequate credit to the freed bonded labourer;
- (d) to keep an eye on the number of offences of which cognizance has been taken under the Ordinance;
- (e) to make a survey as to whether there is any offence of which cognizance ought to be taken under this Ordinance; and

- (f) to defend any suit instituted against a freed bonded labourer or a member of his family or any other person dependent on him for the recovery of the whole or part of any bonded debt or any other debt which is claimed by such person to be bonded debt.

### 22,000 freed in Karnataka

6.16 The legislative and administrative measures taken by the Central and State Governments against the prevalence of bonded labour produced the desired results. In *Karnataka*, more than 22,000 cases of bonded labour have been detected and action taken to get the bonded labourers freed. In a singular case in Basavarapura, a village just about 10 miles from Bangalore, an owner of a granite quarry was holding 37 families comprising of 197 members in bondage for working in the quarry. He was treating these families like slaves and would not allow them to go out of the compound wall constructed around the living place of these families, adjacent to the quarry. The average earning of a family consisting of husband, wife and 2 children above 5 years but below 15 years was Rs. 5 per day. The owner inflicted all types of humiliations on the workers without paying them the proper wages. One old lady who had to go away to visit her daughter was branded with a red hot iron. The quarry workers belonged to Woddar-Bovi group of Scheduled Castes. When the families arrive, the quarry owner gives them an advance of Rs. 100 to 150 and gets a blank promissory note executed by the Head of the family with the affixure of their thumb impression on the stamp. This was the origin of all "bonded" labour. Immediately after the enactment of Bonded Labour Abolition Ordinance, the Deputy Commissioner, Bangalore arrested the quarry owner under MISA and cancelled the lease of quarry. The quarry has now been taken over by the National Highways Division of the PWD and a Labour Contract Cooperative Society formed and the Punjab National Bank has also advanced a loan of Rs. 15,000 to the workers.

6.17 Necessary instructions have been issued by the *Karnataka* Government to the Block Development Officers to organise Cooperative Societies for the rehabilitation of all the freed bonded labourers.

### Bonded Labour Freed in Other States

6.18 In *Uttar Pradesh*, about 16,000 Kolta bonded labourers have been freed and a rehabilitation scheme for the emancipated bonded labourers has been prepared by the State Government. In Palamau District of *Bihar*, 581 bonded labourers have been freed and 19.65 acres of land restored to them and their debts amounting to Rs. 36,115 redeemed. The Government of *Bihar* had provided an amount of Rs. 7 lakhs in the budget for the year 1975-76 for the rehabilitation of the freed bonded labourers out of which an amount of Rs. 2 lakhs was allotted to the Deputy Commissioner, Palamau for this purpose. In *Andhra Pradesh*, 14 labourers have been freed so far out of which 7 have been sanctioned sheep units and 6 assigned dry land. 198 bonded

labourers working under Sagri System in *Rajasthan* have been freed from the clutches of landlords and money-lenders. Fifty bonded labourers of *Rajasthan*, including women and children, working in Delhi had been set free on the intervention of the Union Labour Minister and action taken against building contractors who kept them under bondage. In *Rajasthan*, besides liquidating the debts of the bonded labourers, efforts have been made to secure payment of compensation in cash to them ranging from Rs. 50 to Rs. 2,500 from the landlords under the Minimum Wages Act. Reports of the prevalence of bonded labour in some more areas and some other States are also being received and the necessary action is being taken by the concerned authorities for the detection of specific cases, getting them freed for their proper rehabilitation.

### Identification of Bonded Labour

6.19 There are two problems which require immediate attention in regard to the bonded labour system. The first is the identification of the bonded labourers undetected so far and the second is about the rehabilitation of the freed bonded labourers. The Office of the Commissioner for Scheduled Castes and Scheduled Tribes, during the last 2½ decades, had identified the prevalence of the bonded labour system in the States/Union Territories of *Andhra Pradesh, Bihar, Dadra and Nagar Haveli, Gujarat, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab (Haryana), Rajasthan, Tamil Nadu and Uttar Pradesh*. During the last Labour Ministers' Conference held at New Delhi on 11-1-76 it was decided that the State Governments should make surveys and studies with the assistance of the Commissioner for Scheduled Castes and Scheduled Tribes to locate the areas where bonded labour system is prevalent and identify the cases of bonded labour. It appears that the State Governments are still shy to admit the prevalence of this practice in their States. The States and Union Territories of *Andaman and Nicobar Islands, Andhra Pradesh, Assam, Chandigarh, Dadra and Nagar Haveli, Delhi, Goa Daman and Diu, Haryana, Madhya Pradesh, Gujarat, Jammu & Kashmir, Lakshadweep, Maharashtra, Manipur, Mizoram, Nagaland, Pondicherry, Sikkim and Tripura* have informed the Ministry of Labour that bonded labour system is not in existence in their areas. The problem, however, is not so simple. Considering the imbalance in demand and supply of labour in rural labour market and also the scarcity of institutional credit, the debt-bondage should be more of a rule than of an exception. The bonded labour system continues to exist under the guise of various systems under which the labourers are employed by the land owners. This, therefore, calls for immediate steps to be taken for the identification of the bonded labour system practically all over the country.

### Vigilance Committees to be set up in all Districts/ Sub-Divisions

6.20 The Vigilance Committees which are to be set up by the State Governments under the Act

are required "to make a survey as to whether there is any offence of which cognizance ought to be taken under this Act". The constitution of the Vigilance Committees provides due representation to Scheduled Castes, Scheduled Tribes and Social Workers of the concerned area. It is, therefore, felt that the problem of identification of bonded labourers in the country can be tackled by setting up of Vigilance Committees in all the Districts and Sub-Divisions in the country irrespective of the fact whether any surveys were earlier conducted in the area or not. Wherever such Committees have already been set up these need to be activated to perform the primary job of detection of bonded labour.

### Economic Rehabilitation of Freed Bonded Labourers : Study of the problem in Rajasthan

6.21 The other important problem is the rehabilitation of the freed bonded labourers. It appears from the reports that so far, not much work has been done in this regard. A Study Team of this office was deputed to *Rajasthan* to study the problem of Bonded Labour in that State with special reference to action taken by the State Government regarding rehabilitation of the freed bonded labourers. The Study Team visited some tribal and non-tribal villages in Chitorgarh and Banswara Districts of the State and interviewed the affected persons. Two types of cases came to the notice of the Study Team. In the first type, the SDO, Nimbaheda (District Chitorgarh) had brought about a compromise in 57 cases of bonded labourers by liquidating their debts ranging from Rs. 576 to Rs. 3,500 as well as by paying them compensation under the Minimum Wages Act ranging from Rs. 50 to Rs. 2,500. It was found that the landlords in this area had ensnared, the required number of agricultural labourers to meet their permanent demand for labour on land and intending the cattle. In such cases, the debt was a noose under which the labourers were held. Though in these cases some meagre food and clothing were provided and in some cases they were paid some cash also, the payment made or adjusted against the debt was much below the minimum wage prescribed and service conditions were too hard, sometimes 12—14 hours of work per day. The Government of *Rajasthan* have empowered their BDOs to settle such cases, wherever possible by liquidating the debt and payment of compensation to the bonded labourers under the Minimum Wages Act.

6.22 In the second case, 21 bonded labourers of village Nagawara (District Banswara) were freed and the Patels who had kept them under bond were arrested and challaned. It was found at the time of visit that the cases against the Patels were being tried in the Court of the Sub-Divisional Magistrate, Kushalgarh for the last 2 months or more and the Bhils had to appear before the Sub-Divisional Magistrate on the dates of hearing. This was causing inconvenience to the tribals. Their difficulties had since increased, as their only meagre source of income was closed with launching of action against Patels



while no immediate financial assistance had been granted to them or any other alternative source of livelihood provided.

### **Rehabilitation problem in general**

6.23 The problem of rehabilitation of freed bonded labourers should receive urgent attention of the concerned authorities so that these persons do not fall back into the clutches of their old 'masters'. The energetic measures taken by the State Governments in getting freed the bonded labourers have won the appreciation of all but now the need is to rehabilitate them socially and economically. The rehabilitation process is to be three-fold. Immediately after a person is free, there is a need to provide financial help, food and clothing etc. For this purpose, District Magistrates should be authorised to incur some expenditure as immediate relief according to the local needs. The second part of rehabilitation would require allotment of house-sites and land to landless agricultural labourers and some gainful employment to the adult members of the family in construction of roads, irrigation wells and as forest labourers etc. etc. Free education should also be provided to their children and their medical needs should be looked after. Such of the persons who take to agriculture, should be provided with inputs like seeds, agricultural implements, bullocks etc. As it may not be possible to allot cultivable land to

all persons, it would be desirable to assist some of them in taking up subsidiary occupations like sheep rearing, poultry, and other village industries. In the third phase a coordinated plan on long-term basis, family-wise, should be prepared for these persons in consultation with the various developmental departments and financial institutions for their economic rehabilitation in a manner which will enable them to stand on their own feet. Some of the freed bonded labourers may also have to be trained in various agro-based industries. This may require preparation of integrated development plans for the rehabilitation of the freed bonded labourers.

### **Social Rehabilitation of Freed Bonded Labourers**

6.24 For the social rehabilitation of the bonded labourers the social workers have to play a very important role. Efforts have, therefore, to be made to ensure that an atmosphere of cordiality, shorn of any tensions, prevails in which the freed bonded labourers get the fixed minimum wages and the land owners get their work done on the fields so that the agricultural production is not hindered. It is suggested that the State Governments should seek assistance of social organisations/social workers of the area in preparing an atmosphere of social harmony and cordiality. While tackling the problem of the bonded labour, use of all the three Acts dealing with (i) Abolition of Bonded Labour; (ii) Provision of Minimum Wages; (iii) Liquidation of Debts of the landless labourers.



## LIQUOR AND EXCISE POLICY—ITS IMPACT ON THE LIFE OF SCHEDULED TRIBES

### Conference of the State Ministers incharge on Backward Classes Welfare

In the tribal areas, the problem of liquor is quite different from that faced in the other parts of the country. The tribals are used to drinking some sort of brewed liquor. Liquor vending in tribal areas is done through liquor contractors who exploit the simple tribals in many ways. One of the worst forms of exploitation which is reported from the tribal areas is, the prevalent practice of distilled liquor vending. The present excise policy for tribal areas in many States, particularly the practice of vending liquor through approved Government contractors, has been criticised frequently in and outside Parliament. As reported in the last year's Report, it was decided in the meeting of the State Ministers incharge of the Backward Classes Welfare held in April 1975 that :

- (i) Excise Laws should be reviewed so as to allow the tribals to brew liquor for personal and social purposes.
- (ii) Vending of liquor through contractors should be abolished during the year 1975-76 itself.
- (iii) In cases of mixed population, where tribals are not in a majority, the sale of liquor should be through Government shops only.

### Action taken by the State Governments

7.2 In pursuance of the above mentioned decisions taken by the Conference, some State Governments have taken action to implement the same. For example, the Government of *Orissa* have closed down 118 liquor shops in tribal areas so far to protect the tribals from exploitation by liquor contractors. The Scheduled Tribes throughout the State are allowed to brew a limited quantity of "*Pachwai*" for their *bona fide* domestic consumption but not for sale. Similarly, the Government of *Andhra Pradesh* have decided that from the year 1976-77, the "*arrack*" shops in tribal areas should be run departmentally. The State Government have also decided to close down 1/5th of the existing liquor shops during the year 1975-76 itself. The Collectors have been instructed to make every effort to organise tribal cooperatives and lease "*arrack*" shops to them or auction the shops with only tribals participating in it, in case no tribal cooperatives are forthcoming. In cases where these alternatives are not possible, the shops should be run departmentally.

7.3 In *Bihar*, exemption has been granted in Adivasi areas for distillation of liquor for personal and social needs of Adivasis. In *Gujarat*, where there is total prohibition throughout the State, it is reported that the conditions of the tribals have improved considerably on account of this policy. In *Rajasthan*, there is total prohibition in 14 out of 16 Tehsils under the Tribal Sub-Plan areas and the tribals there have benefited by it. The 2 Tehsils not covered by prohibition are Pratapgrah in Chitorgarh District and Salumbar in Udaipur District. The revenue loss on account of prohibition in these 2 Tehsils is estimated at Rs. 25 lakhs per annum. The Government of *Rajasthan* have decided that prohibition will be extended to these two Tehsils only when the Government of India agrees for grant-in-aid. **It is suggested that the Government of Rajasthan should implement the policy of introducing prohibition in the tribal areas irrespective of any adjustment which the Government may have to make, to make good the loss of revenue on account of implementation of this policy.** In *Meghalaya*, the policy of allowing tribals to brew liquor for personal and social purpose is in force. It is under the consideration of the Government of *Meghalaya* to progressively introduce a system of sale of liquor in tribal areas through Government licensed country spirit shops only with the intention of controlling illicit distillation and smuggling of liquor. Various measures are being taken by the State Government to wean the people away from addiction to drinking.

7.4 The social workers and voluntary organisations can play a very important role in impressing upon the tribals the benefits of temperance. The tribal leadership, at least in some places, have expressed the desire that so far as their particular villages are concerned, they would like introduction of total prohibition.

### 12-Point Minimum Programme for Prohibition

7.5 On 2nd October, 1975, a 12-point minimum programme for prohibition in the country was announced by the Prime Minister. The following are the items mentioned in the Minimum Programme for Prohibition:—

1. Discontinuance of advertisements and public inducements relating to drinking.
2. Stoppage of drinking in public places like hostels, hotels, restaurants and clubs and at public receptions.

3. Banning of liquor shops near industrial, irrigation and other development projects in order to keep away the workers from drinking.
4. No liquor shops to be allowed along highways and residential areas in towns and villages, nor anywhere near educational institutions, religious places and colonies of labourers.
5. Pay days in different areas to be uniformly 'dry' days.
6. Strict restrictions to be enforced on motor vehicle drivers and pilots; any infringement of rules to be punished with the cancellation of their licences for a sufficiently long period.
7. Government servants of all categories, including employees of public undertakings, to abstain from drinking in public; drunkenness while on duty to be severely punished.
8. No new liquor shops to be opened in any part of the country merely to earn more excise revenue.
9. No licence for creation of additional capacity or expansion of existing capacity for distillation or brewing of alcoholic drinks to be granted save in 100% export-oriented cases.
10. The existing legislation to be tightened up with a view to punishing the guilty more effectively. Special mobile police squads to be organised for the purpose, where necessary.
11. Widespread and concerted propaganda by official as well as non-official agencies against the evils of drinking.
12. Leaders of public opinion to set the tone by their personal example.

**7.6 It is suggested that the State Governments should implement the decisions taken by the Conference of the Ministers incharge of Backward Classes Welfare, keeping in view the 12-point minimum programme for prohibition announced by the Prime Minister. This should be done irrespective of any adjustments which the State Governments may have to make, to make good the loss of revenue on account of implementation of this policy. In particular, wherever the local elected representatives of a village or a group of villages ask for total prohibition by a formal resolution, it should be accepted.**

## CHAPTER 8

### DEVELOPMENT PROGRAMMES UNDER FIVE YEAR PLANS

#### Expenditure incurred on the welfare of Backward Classes upto Fourth Five Year Plan

In order to improve the socio-economic conditions of the persons belonging to Scheduled Castes and Scheduled Tribes, special development programmes have been taken up in the various Five Year Plans, and size of investment on the supplementary special programmes for these groups in the successive plans has been increasing. Information regarding expenditure incurred on the welfare of Backward Classes from First to Fourth Five Year Plans is given below:—

(Rs. in crores)

Plan	Period	Expenditure
First . . . . .	1951—56	30.04
Second . . . . .	1956—61	79.41
Third . . . . .	1961—66	100.40
Annual Plans . . . . .	1966—69	68.50
Fourth . . . . .	1969—74	166.34

Besides, the State Governments were also reported to be spending a sizeable amount estimated at about Rs. 40 crores during each of the years of the Fourth Five Year Plan period on the welfare of these communities from their non-plan budgets. As against an estimated expenditure of Rs. 166.34 crores in the Fourth Plan, an allocation of Rs. 255 crores has been made for the welfare of Backward Classes in the course of Fifth Five Year Plan period under the Backward Classes Sector. This figure is likely to go up on account of increased expenditure on post-matric scholarships. Besides the Planning Commission had earmarked an amount of Rs. 200 crores out of Rs. 500 crores set apart for the development of Hill and Tribal Areas.

#### Expenditure incurred on the welfare of Scheduled Castes and Scheduled Tribes under State Sector during 1974-75

8.2 Information regarding overall\* schemewise expenditure incurred under three broad categories viz. education, economic uplift and health, housing and others during 1974-75 is given in the following table:—

(Rs. in lakhs)

Category	Education	Economic uplift	Health, Housing and others	Total
Scheduled Castes	651.794	261.931	554.675	1468.400
Scheduled Tribes	331.977	222.431	151.146	705.554
<b>TOTAL</b>	<b>983.771</b>	<b>484.362</b>	<b>705.821</b>	<b>2173.954</b>

\*State-wise details may be seen at Appendix XI.

It would be seen from above that in respect of Scheduled Castes 44.41 per cent expenditure was incurred on Educational Schemes, 37.8 per cent on the Schemes of Health, Housing and Others and 17.83 per cent on the Schemes of Economic Development. In respect of Scheduled Tribes 47.16 per cent expenditure was incurred on Educational Schemes, 31.58 per cent on the Schemes of Economic Development and 21.24 per cent on the Schemes of Health, Housing and Others.

#### Expenditure incurred on the welfare of Scheduled Castes and Scheduled Tribes under Central Sector during 1974-75

##### I. Scheduled Castes

8.3 During the year 1974-75, the schemes of Post-matric Scholarships, Girls Hostels and Pre-examination Training Centres were taken up in the Central Sector for the welfare of Scheduled Castes. Available\* information regarding expenditure incurred during 1974-75 is given below:—

1. Post-matric Scholarship	Rs. 792.26 lakhs
2. Girls Hostels	Rs. 15.96 lakhs
3. Pre-examination Training Centres	Rs. 7.91 lakhs

The composite scheme of Improvement in Living and Working Conditions of Sweepers and Scavengers had been transferred to the general sector from the beginning of the Fifth Plan and no information is available as to what actually was done by the State Governments barring a few for the improvement of the living and working conditions of the most neglected communities amongst Scheduled Castes. It may be pointed out that no expenditure was incurred under the new scheme known as machinery for enforcement of Untouchability (Offences) Act except by the Government of *Karnataka* which incurred an expenditure of Rs. 88,000 during 1974-75. It is suggested that the Ministry of Home Affairs should sanction funds to all the State Governments for strengthening of the staff for enforcement of the Untouchability (Offences) Act, 1955,

##### II. Scheduled Tribes

8.4 For the welfare of Scheduled Tribes, the schemes of Post-matric Scholarships, Girls Hostels, Tribal Development Blocks, Cooperation and Research and Training were taken up during 1974-75.

\*Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and Pondicherry.

Available\* information regarding scheme-wise expenditure incurred during 1974-75 in the Central Sector is given below:—

1. Post-matric Scholarships	Rs. 138.53 lakhs
2. Girls Hostels	Rs. 13.21 lakhs
3. Tribal Development Blocks	Rs. 582.40 lakhs
4. Cooperation	Rs. 23.40 lakhs
5. Research & Training	Rs. 3.37 lakhs

#### New accounting procedure for funds provided for tribal development

8.5 The Central Government has evolved a new procedure for accounting the budget provisions made for tribal development for ensuring that these funds are not diverted for other purposes. Under the new system of accounting, the Comptroller and Auditor General has authorised the opening of a separate sub-head called "Tribal Area Sub-plan" under each major and sub-major functional head, so that the State budgets could clearly show separately under each activity the investments in the tribal areas. As a sequel to the new policy for tribal development, the programmes for the tribal sub-plans in different areas have been considered separately by the Planning Commission during the Annual Plan discussions for 1975-76 and this has enabled various departments of the State Governments for the first time, to quantify the likely flow of benefits from their general programmes to the tribal areas.

#### Funds for the development of Scheduled Tribes under General Sector Programmes

##### I. State Governments

8.6 The fifth Plan envisaged that the main thrust of development for the backward classes would be provided by the general sector. The Planning Commission had decided that the efforts of each sector for the development of these communities should be quantified and the nature of investment for backward classes sector itself should be carefully decided. As far as Scheduled Tribes are concerned, the concerned State Governments have agreed to provide funds from general sectors for the development of Scheduled Tribes living in the sub-plan areas through the strategy of sub-plans. Available information regarding the State Plan

outlays for sub-plan areas may be seen in the table below:—

(Rs. in crores)	
State	Fifth Plan (State Sector outlay for sub- plan areas)
Andhra Pradesh	34.08
Assam	19.75
Bihar	218.00
Gujarat	68.09
Madhya Pradesh	205.79
Maharashtra	130.00
Orissa	141.86
Rajasthan	31.02
West Bengal	40.50

##### II. Central Ministries

8.7 As mentioned in the earlier Reports of the Commissioner, a Central Coordination Committee for the development of Backward Classes was constituted for ensuring flow of resources to the tribal areas and development of backward classes from the State Plans, Central Sector Programmes and the financing institutions; coordinating and ensuring preparation and implementation of suitable programmes in tribal areas and for reviewing progress of development from time to time. All the Ministries had not started taking interest in ensuring benefits to the tribals in respect of the programmes with which they were concerned. In some cases, as in the case of Ministry of Industrial Development, even the first step had not been taken. The Central Ministries have a special responsibility for the tribal areas, and should make special endeavours in this direction.

#### Quantification by Ministry of Agriculture, Rural Development, Cooperation and Irrigation

8.8 The third meeting of the Central Coordination Committee was held under the Chairmanship of Shri Om Mehta, Minister in the Ministry of Home Affairs, New Delhi on 21st August, 1975 in Delhi. At this meeting the representatives of the Ministry of Agriculture stated that a preliminary quantification of its efforts in the tribal areas would be of the order of Rs. 193 crores. Out of this, programmes relating to the Department of Rural Development accounted for about Rs. 110 crores. It is estimated that benefit to the extent of Rs. 50 crores from the Small Farmers Development Agency and Marginal Farmers and Agricultural Labourers' Development Agency programmes, Rs. 37.40 crores out of the Drought Prone Area Programmes, Rs. 3 crores out of the Hill Area Programmes and Rs. 10 crores on the Tribal Development Agencies would be spent entirely in the sub-plan areas. The Department had formulated detailed guidelines about debt redemption. An inter-ministerial group had recommended that moratorium on all debts should be imposed immediately for the year within which time the State Governments should take up suitable programmes for their liquidation.

\*Assam, Bihar, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Orissa, Rajasthan, Tripura and Uttar Pradesh.

In the case of Scheduled Tribes, the eligibility criteria had been liberalised. In their case, the limit of individual holdings for entitlement to the protection under the new law had been fixed as twice the normal size. The question of alternative agencies for providing the anticipated credit requirement had also been considered and it was expected that about Rs. 1100 crores would be required for the country as a whole which would be provided by the Cooperatives and the Commercial Banks. The Rural Banks were expected to provide for 10 to 15 per cent of the loan component for consumption purposes.

8.9 The Inspector General of Forests informed the Committee that in many States, working plans contain provision for protecting the interests of tribals in minor forest produce but it was admitted that the national forest policy did not emphasise this aspect. A Sub-Committee was working on the revised draft on national policy to be finalised shortly. One of the important points in the forest policy related to elimination of contract system and many State Govts. including those of *Madhya Pradesh* and *Bihar* had nationalised forest produce. The Commissioner for Scheduled Castes and Scheduled Tribes pointed out that the national forest policy while planning for the trees left out the human element from its consideration. He also stressed that many areas had good potential for exploitation of medicinal plants and herbs. The Department of Agriculture had formulated comprehensive programme of research and had issued instructions to their field units as well as to the agricultural universities to give priority for research to various crops of special significance to the tribal areas. The Department of Irrigation had identified 16 medium irrigation schemes in tribal areas in 11 States. These schemes were being given special priority in the plan programmes.

#### **Quantification by other Ministries of the Government of India**

8.10 The Ministry of Communications has a special programme for backward areas including the tribal areas and the return of 15 per cent expected for opening a sub-post office could in some cases be reduced to 10 per cent. The Ministry had requested the Post Master General to liaise with the State Governments to draw up the plans on the basis of emerging requirements in the tribal areas in the context of new strategy of tribal development. The Ministry of Education were taking up special programmes of informal education and functional literacy programmes for the age group 18 to 25 specially for the more backward areas. They were reviewing their internal arrangements for monitoring the progress of education in the tribal areas. Out of the 30 Integrated Child Development Service Blocks sanctioned, 10 blocks had been allocated to different States for their tribal areas. The Department had also taken up the question of implementing the new excise policy with the State Governments. Rural Electrification Corporation had set up offices in States such as *Bihar*, *Orissa*

having considerable tribal population and the criteria for schemes in the tribal areas had been relaxed insofar as the repayment schedule extended to 30 years and there was a moratorium on payments for the first five years. It was envisaged in the Fifth Plan that an amount of Rs. 72 crores out of Rs. 270 crores under the Minimum Needs Programme would be invested in the tribal areas. The norms of Primary Health Centres in the case of tribal areas had been relaxed. It was prescribed that there would be one Primary Health Centre for 25,000 tribal population and one A.N.M. for 5,000 population in the tribal areas as against the general norm of 8,000 for other areas. The question of medical and para-medical personnel in the tribal areas was also being considered in detail. The Ministry of Health and Family Planning was also considering one year training for health workers who treat common diseases and refer other cases to the nearest Primary Health Centres in the tribal areas. The Ministry of Labour and Employment were reviewing all matters of labour laws in relation to tribal regions. They had also requested the Employment Exchanges to maintain liaison with regions of higher tribal concentrations. A Central Legislation for Abolition of Bonded Labour has since been passed by Parliament. A total allocation of Rs. 114 crores or 14 per cent of the total provisions of the Ministry of Shipping and Transport in the Fifth Plan was being invested in the tribal areas. The Ministry had also requested the various States to indicate their investments under the roads sector in the sub-plan areas. The Ministry of Works and Housing had included the programme of assigning of house-sites etc. in the tribal sub-plans submitted by the Governments of *Bihar* and *Orissa*. The States having extensive plantation population were also making suitable provisions. The Ministry had formulated a check list to watch the progress in various States and had set up a monitoring cell for this purpose.

8.11 It is felt that though the Central Ministries have started taking special interest in the tribal areas, much remains to be done so that the benefits of all the schemes operated by them become available to the Scheduled Tribes. They should also ensure that the State Governments make suitable provisions under the different programmes which are being implemented by them and come under the purview of the concerned Ministries.

#### **Funds for the welfare of Scheduled Castes under General Sector Programmes**

##### **I. Central Ministries**

8.12 The problem of Scheduled Castes is quite different from that of the Scheduled Tribes. In accordance with the accepted strategy for the development of Scheduled Castes in the Fifth Five Year Plan, the main thrust of development has to be provided by the general sectors. The efforts of each general sector for the development of Scheduled Castes should be quantified. However, nothing concrete has been done by the various Central Ministries in this regard.

## II. State Governments

8.13 The resolutions adopted at the meeting of the State Ministers-in-Charge of Backward Classes held on 19th and 20th April, 1976, are reproduced below:—

Each Department has to examine the schemes in the general sector and quantify the benefits which should be made available to the Scheduled Castes. In making such quantification, the eligibility conditions should be relaxed in favour of those communities wherever necessary. Such quantification should be made both at the time of planning and budgeting. Each sectoral programme, both at the Centre and the State, may be reviewed with reference to the eligibility conditions to be adopted in favour of Scheduled Castes, wherever necessary. A sub-committee of the Cabinet and a Committee of Secretaries under the Chairmanship of the Chief Secretary may oversee and direct the flow of sectoral allocations in favour of these communities. It is also necessary that the Planning/Finance Departments should have cells for ensuring flow of resources. The Finance Department may further clear the annual budget proposals of the Department concerned only after such quantification has been made and previous year's performance reviewed. For a vast majority of Scheduled Castes landless labourers or subsistence farmers, there should be a massive programme of economic development which should include provision of inputs for agriculture, minor irrigation, animal husbandry, cottage industries, as programmes from the regular development departments to the concerned States. The State Education Department should shoulder the responsibility for providing pre-matric education to the entire Scheduled Caste population. For this purpose, they should provide scholarships, stipends, books, mid-day meals, uniforms, residential schools, specially for the most backward sections among the Scheduled Castes out of the Education budget. The Department incharge of Harijan Welfare should watch the progress of quantification by the various departments and also evaluate at the district level whether the benefits as earmarked have reached the beneficiaries.

With the acceptance of the strategy of sub-plan for the tribal areas, the Planning Commission and the Ministry of Home Affairs are taking adequate steps to ensure flow of funds from the general sectors for the development of tribal sub-plan areas and Scheduled Tribe persons living therein.

8.14 The position about the Scheduled Castes in this regard as intimated by the States/Union Territories may be seen in the following paras:—

### 1. Andhra Pradesh

The Director of Harijan Welfare has been asked to identify and work out detailed schemes

for each department upto 15 per cent of its budget excluding therefrom common items, wherever feasible and the departments concerned should implement such schemes. It is felt that the State Government is not very hopeful of the outcome of this exercise and, therefore, they have decided that alternatively, the Director of Harijan Welfare may examine the possibility of doubling the allotment of funds for the Harijan Welfare Department under Plan.

### 2. Bihar

The Development Commissioner, Government of Bihar had issued orders in 1972 reserving 23 per cent of the total allocated amount in the State budget from the general programmes implemented by the various developmental departments of the Government, for the welfare of backward communities particularly those belonging to Scheduled Castes and Scheduled Tribes. It was also laid down that the amount prescribed was minimum and could be suitably enhanced. These instructions were to be applied in respect of schemes like drinking water, house construction, village road construction, agricultural development, minor irrigation, cottage industries, village sanitation and health and animal husbandry. A Committee of the Secretaries was set up to watch the execution of the instructions issued in this regard. However, it is understood that nothing concrete has emerged insofar as Scheduled Castes are concerned.

### 3. Haryana

The task of quantification of benefits accruing to the Scheduled Castes had been entrusted to a Committee consisting of the representatives of the various departments, the Economic and Statistical Advisers, representatives of the Planning and Finance Department and the Director of Social Welfare. A post of Deputy Director (Planning), along with supporting staff was provided in the plan budget for the welfare of Scheduled Castes and Backward Classes Department to evaluate the general sector schemes of various development departments to find out whether the actual benefits reached the beneficiaries. It is reported that keeping in view the financial position of the State, this work was to be looked into by the Deputy Director (Planning) in addition to his own duties. A Secretaries Committee under the Chairmanship of Chief Secretary had been set up and the action taken by various departments was to be reviewed by the Committee. Besides a Cabinet Sub-Committee under the Chairmanship of Chief Minister had also been set up. Their main functions were to review the progress of various development programmes for the welfare of Scheduled Castes by various Departments in the State and to watch the progress of quantification made by them. Information regarding progress made, if any, is awaited.

#### 4. Karnataka

The Government of *Karnataka* has prepared a sub-plan for the welfare of Scheduled Castes and Scheduled Tribes in which it has been estimated that Rs. 26.00 crores would be provided by various development departments for the purpose. During a visit to Bangalore in February 1976, it was observed that no officer had been appointed with adequate powers to ensure that the heads of various development departments implement the programmes agreed to by them in a systematic manner. **It was, therefore, suggested to the State Government that they should sanction the post of a Special Officer to attend to this important work and at the same time modify the accounting procedure to precisely find out the funds spent out of the general sector programmes for the welfare of Scheduled Castes and Scheduled Tribes.**

#### 5. Kerala

An Inter-Departmental Coordination Committee constituted for the welfare of Scheduled Castes and Scheduled Tribes had decided that 10 per cent of the budget provision of the development schemes in the various departments should be utilised for the welfare of Backward Classes. Liaison Officer attached to the Harijan Welfare Department was required to watch progress of implementation of this decision. **Information regarding funds, if any, provided by general sector for the development of Scheduled Castes and Scheduled Tribes is not known.**

#### 6. Madhya Pradesh

The Planning and Development Department had issued instructions in January 1970 to all the Heads of Departments that while preparing the Annual Development Programmes, it should be ensured that adequate provision is made for the welfare of Scheduled Castes and Scheduled Tribes and 20 per cent of the sanctioned plan budget should be reserved to be spent in scheduled and specific areas. Some of the departments were reported to have taken vigorous steps in implementing the orders. A policy decision had been taken that at least 14 per cent of the budget provisions of the developmental departments should be earmarked and spent for the welfare of Scheduled Castes. A High Power Coordination Committee of Secretaries, under the Chairmanship of the Chief Secretary was formed to watch and direct the flow of sectoral allocations in favour of Scheduled Castes and Scheduled Tribes. According to a fixed time-table every year each department was required to send to Finance Department budget proposals and new expenditure proposals for the coming year. After discussion on these proposals the final position was to be included in the Budget. Since 1974-75 the Government issued orders that when the Department was

informed of the final position of the budget proposals and new expenditure proposals, the concerned Secretary should send a memorandum immediately to the Finance Department indicating as to what percentage of the total budget proposals were to be spent on the welfare of Scheduled Castes and Scheduled Tribes. **However, information regarding funds spent by the various development departments on the Schemes designed for the welfare of Scheduled Castes is awaited.**

#### 7. Maharashtra

The Zila Parishads had been directed to spend at least 15 per cent of the funds out of the general sector programmes for the benefit of backward classes. The Govt. of *Maharashtra* had appointed a Committee in February, 1973 under the Chairmanship of Shri V.S. Page, Chairman of the Legislative Council to assess to what extent the provisions of the Constitution relating to the abolition of untouchability have been implemented and to devise ways and means to achieve the goal enshrined in the Constitution. This Committee appointed a sub-committee to examine the provision in the draft Five Year Plan, general as well as special, concerning the Scheduled Castes and to suggest earmarking of the funds or physical targets under the general programme. **The sub-committee has made valuable recommendations which need to be implemented as early as possible.**

#### 8. Punjab

10 per cent of the plots in all urban estates had been reserved for Scheduled Caste persons by the Housing and Country Planning Department. The State Government had decided to reserve 20 per cent of the loans for Scheduled Castes advanced by the Industries Department. Information regarding the actual benefit derived by Scheduled Castes is not available.

#### 9. Tamil Nadu

The Panchayat Unions were required to set apart 20 per cent of the allotment or works exclusively benefiting the Scheduled Castes.

#### 10. Uttar Pradesh

The Government of *Uttar Pradesh* decided in August 1975 to create an Evaluation Cell for carrying out the following duties :—

- (i) Collection of basic data for plan formulation for the Scheduled Castes and Scheduled Tribes ;
- (ii) quantification of the benefits which should flow to the Scheduled Castes/Tribes from General Sector Programmes;
- (iii) Evaluation of review of the benefits which have accrued to these communities from the General Sectors; and



- (iv) monitoring evaluation and review of the Schemes in the Backward Classes Sectors whether in the Central or the State Sectors.

It is understood that some progress has been made in the quantification of funds that should flow to Scheduled Castes/Tribes from general sector programmes.

## 11. Delhi

Instructions were issued to all the Heads of the Departments emphasising the need of quantification and asking them to submit the details of the extent of benefit derived by the persons belonging to Scheduled Castes. **No information regarding the action taken on these instructions is available.**

## 12. Pondicherry

A Committee of Secretaries was set up under the Chairmanship of Chief Secretary to watch the flow of sectoral allocation in favour of the Scheduled Castes. The development departments were required to examine the schemes in the general sector and quantify the benefits accruing to Scheduled Castes. The departments while making such quantification were also asked to examine as to what extent the eligibility conditions under each scheme should be relaxed in favour of Scheduled Castes. A circular was also issued by the Chief Secretary urging upon the Heads of Departments to keep a watch of the benefits accruing to the Scheduled Castes from the general sector programme and make assessment as to how far persons belonging to Scheduled Castes were able to derive benefits from the general sector schemes. The Heads of Departments were also asked to submit monthly reports to Finance Department and Director of Scheduled Castes Welfare indicating the flow of funds from each scheme implemented by them under general sector in favour of Scheduled Castes. The local Finance Department was also reported to have issued instructions to all the Heads of Departments, for earmarking the amount to be spent on the Scheduled Castes under each major, minor heads while forming revised budget estimates for 1975-76 and 1976-77. **Information regarding actual benefits derived by Scheduled Castes as a result of these instructions is not available.**

8.15 Though some reservations have been made by some State Governments in the matter of allocation of general sector funds for the welfare of Scheduled Castes, details of the actual amount spent by them from general sector are not available. It is, therefore, desirable that State Harijan/Social Welfare Departments should continue to follow up the decisions taken by their States/Union Territories to ensure that the various general sector departments earmark funds for the development of Scheduled Castes/Tribes.

## Integrated Development Projects for Scheduled Castes

8.16 As mentioned earlier, in the case of Scheduled Tribes living in areas predominantly inhabited by

them, under the Sub-plan schemes for tribal areas it has been ensured that funds would flow from general sector departments for the development of Scheduled Tribes. Some of the State Governments like those of *Bihar* and *Orissa* have taken similar action to draw up integrated development projects for the all round development of Scheduled Castes in such areas where these communities are concentrated. Action taken by these two State Governments in this regard is summarised below :—

The Government of *Bihar* has prepared a scheme for the areas where the population of Scheduled Castes is 30 per cent or below. Such areas were found in the districts of Palamau, Aurangabad, Gaya and Nawada where there is concentration of sizeable Scheduled Caste population for setting up pilot projects for the all round development of Scheduled Castes on the lines of Integrated Tribal Development Projects.

There were 29 blocks in *Bihar* where the percentage of Scheduled Caste population according to 1961 census was 28 or more. Out of these 27 blocks falling in the 4 districts of Palamau, Aurangabad, Nawada and Gaya formed compact block. It was estimated by the State Government that by covering an area of these blocks it would be possible for them to cover 9 per cent of the Scheduled Caste population of the State.

It is understood that in October 1975 the Planning Board of the Government of *Bihar* had decided that the area based programme for economic development of Scheduled Castes should be taken up in 1976-77 in 5\* selected blocks on priority basis and the programme should be extended to other 22 blocks subsequently.

For the implementation of the schemes, the State Government had in view the Harijan Development Corporation and the large-sized multipurpose cooperative societies. The State Government proposed to take up schemes like development of housesites, provision of irrigation facilities, provision of loans and agricultural inputs, setting up of Agro-Service Centres, provision of subsidiary occupations like goat rearing, pig rearing, dairy farming, backyard poultry, weaving and tanning of hides, leather craft etc. and creation of employment oriented schemes like excavation of tanks, construction of irrigation and drainage channels, levelling of land, soil conservation etc. assistance for ensuring payment of minimum wages to agricultural labourers and protection from moneylenders etc.

According to available information, a Pilot project in Jajpur for integrated development of Scheduled Caste persons was proposed to be started by the Government of *Orissa* with an outlay of Rs. 1.81 crores. Pending the start of the project programmes a sum of Rs. 1 lakh had been

\*Wazirganj, Atri, Fatehpur, Hisua and Sirdala in the Nawada District.



sanctioned to take up some priority schemes under advance action programme. This project was to comprise of six Community Development Blocks, where there was concentration of Scheduled Caste persons.

**It is suggested that the remaining State Governments should also examine the desirability of taking similar action for the development of Scheduled Castes so that each sector may realise its responsibility towards Scheduled Castes and earmark funds for the development of these communities in an identified area.**

**Work done for the economic development of Scheduled Castes and Scheduled Tribes by the State Governments/ Union Territory Administrations and Non-official Organisations**

8.17 Economic security is one of the key solutions for the emancipation of the Scheduled Castes and Scheduled Tribes. The cause of many social evils and the incidents of harassment and atrocities has been mainly the economic dependence of these communities on the better off people in the society.

8.18 Available information regarding the work done for economic development of Scheduled Castes/ Scheduled Tribes by the various State Governments/ Union Territory Administrations and Non-official Organisations is given below :—

**I. State Governments/Union Territory Administrations**  
**Andhra Pradesh**

Farming Societies on joint and collective basis were formed to increase food production and provide gainful employment to the landless agricultural labourers. Under this scheme an amount of Rs. 6.57 lakhs was advanced to the Farming Societies comprising mostly of members of Scheduled Caste and Scheduled Tribe persons. The Andhra Pradesh Scheduled Castes Co-operative Finance Corporation was registered in February 1974 with an authorised share capital of Rs. 1 crore to plan, promote and assist programmes of agricultural development, animal husbandry, marketing, processing, supply and storage of agricultural produce, small scale, village and cottage industries etc. to enable Scheduled Caste persons to earn better living. The Corporation aimed to set up a network of employment oriented industries, cottage and small scale industries by providing technical "know-how" managerial assistance, apart from financial guarantees to institutions on behalf of the societies concerned. The Corporation undertook a quick survey of Harijan families throughout the State to identify the families in need of financial aid and to bring them under the purview of Corporation for financial assistance in a phased manner. An amount of Rs. 42 lakhs was made available to the Corporation for implementation of the schemes, during the year 1974-75.

**Assam**

The State Government had a proposal of setting up Agricultural Farming Corporations to organise landless cultivators of the State, majority of whom belonged to Scheduled Castes and Scheduled Tribes. 11 sub-divisions of the State were reported to have been covered under this programme during 1974-75. 2,300 bighas of land was reclaimed and put under paddy crop. The Central Sector programmes of Small Farmers Development Agency was in operation in the four districts of Goalpara, Kamrup, Nowgong and Mikir Hills of the State.

**Bihar**

The Bihar State Small Industries Corporation extended assistance to Scheduled Castes and Scheduled Tribes for taking up small industrial ventures. The State Government took special care to develop leather industries for the benefit of Scheduled Caste persons. During 1974-75 the State Leather Industries Development Corporation was established. About 1.40 lakh persons were reported to have been engaged in silk industry in the districts of Ranchi, Hazaribagh, Singhbhum, Bhagalpur and Santhal-Parganas and it was learnt that most of the families working there belonged to Scheduled Tribes.

**Gujarat**

The persons belonging to backward classes were given financial assistance for oil pumps, cotton industries and various professions and imparted training in various crafts in training-cum-production centres. They were also given loans and subsidies to settle them in various occupations. An amount of Rs. 7.7 lakhs was reported to be spent for the economic uplift schemes of Scheduled Castes during 1974-75. Financial assistance of Rs. 43,000 was given to 160 agriculturists. Financial assistance of Rs. 1.71 lakhs was given to 142 Scheduled Caste agriculturists for oil pumps, persian wheels and electric motors. For starting small trades and cottage industries financial assistance of Rs. 3.02 lakhs was granted to 945 persons. Scheduled Caste candidates were given training as artisans in various trades and for this purpose an amount of Rs. 1.45 lakhs was spent and 320 persons benefited. For rehabilitation of sweepers and scavengers in other trades and occupations, an amount of Rs. 94,000 was spent for the welfare of 320 persons. Financial assistance amounting to Rs. 10,000 was given to 44 agriculturists and agricultural labourers for development of agricultural land. For oil pumps, persian wheels and electric motors 142 persons belonging to Scheduled Tribes were granted assistance of Rs. 1.80 lakhs. For starting small scale cottage industries and for other professions financial assistance of Rs. 3.96 lakhs was given to 1,005 persons. For giving training in tailoring to Scheduled Tribe women, assistance to the tune

of Rs. 20,000 was given to 3 Centres. 460 persons belonging to Scheduled Tribes were given training in approved workshops and an amount of Rs. 1.25 lakhs was spent. Besides, the schemes of minor irrigation, afforestation, animal husbandry, drinking water supply etc. were taken up under the programme for catering to the requirements of small farmers, most of whom belonged to Scheduled Castes and Scheduled Tribes.

#### **Himachal Pradesh**

The State Government carried out soil conservation schemes for the benefit of Scheduled Tribe persons for which 75 per cent of the cost was given as subsidy and 25 per cent as loans in the tribal areas and other backward areas, whereas in other areas similar works were being executed on the basis of 50 per cent subsidy and 50 per cent loan.

#### **Manipur**

For the economic development of Scheduled Tribes, construction of 210 kms. of jeepable roads; 125 kms. of inter-village paths and 100 kms. of bridle paths terracing of 190 acres of land and construction of irrigation channels, 25 marketing sheds, distribution of 1,000 improved birds and 50 piggings at 50 per cent subsidy were taken up. An amount of Rs. 9.50 lakhs was spent by the State Government during the year 1974-75 on these schemes.

#### **Meghalaya**

For the economic development of Scheduled Tribes, a sum of Rs. 9 lakhs was allocated for lift irrigation schemes and during 1974-75, 7 projects were taken up in Khasi Jaintia and Garo Hills Districts. It was expected that an area of 2,500 acres would be irrigated through these projects. During 1974-75, 900 Jhumia families were settled for whom 1,800 hectares of land was proposed to be developed at a cost of Rs. 44.40 lakhs. A sum of Rs. 12 lakhs was provided for expansion of the Milk Supply Scheme, establishment of a Central Dairy to supply pasteurised milk and milk products. Under the scheme for development of pisciculture an amount of Rs. 1.20 lakhs was provided for bringing 250 acres of water area under fish-culture. During 1974-75, an amount of Rs. 32 lakhs was provided for the scheme of cooperation. During 1974-75, cocoons of various types were distributed and 2.8 lakhs meters of handloom fabrics were expected to be produced with an outlay of Rs. 12 lakhs. Employment was provided to 4,000 persons.

#### **Nagaland**

An area of 1.02 lakh hectares of land was brought under cultivation of which only 28,000 hectares of land was under permanent cultivation and rest of the area was under shifting cultivation. Subsidy at the rate of Rs. 300 per acre was given for development of land to wean away the tribals from shifting cultivation to terraced cultivation.

The State Government was paying the cultivators a flat rate of subsidy of Rs. 750 for every hectare of land developed. Bulldozers and tractors were rented out to farmers on nominal rent for meeting their needs. Expert cultivators from Angami and Chakesang areas were being posted in the interior villages at a fixed rate of pay of Rs. 300 p.m. to demonstrate the technique of terrace rice cultivation. This programme was proposed to be undertaken in Tuensang District at a cost of Rs. 0.77 lakh covering 30 centres during 1974-75. Seeds were made available to the farmers at 50 per cent subsidised rates. Cultivators were supplied pesticides free of cost to save crops from diseases and insects. Modern tools and agricultural implements were issued to the cultivators at 50 per cent subsidised rates. Subsidy was being paid for construction of irrigation channels. The outlay under the scheme amounted to Rs. 28.00 lakhs and a command area of 3,080 hectares of land was to be covered. Action had already been initiated for the setting up of State Finance corporation. It was expected to be started during 1975-76. Besides, the schemes for the development of sericulture, bee-keeping had also been undertaken.

#### **Orissa**

During 1974-75, a sum of Rs. 0.25 lakh was sanctioned for giving assistance to the Scheduled Caste persons for introducing improved agricultural practices and 25 families were benefited. The State Government had been granting subsidies to the craftsmen and artisans for indigenous cottage products and during 1974-75, 36 families of Scheduled Castes were benefited and an expenditure of Rs. 18,000 incurred. During 1974-75 an amount of Rs. 0.82 lakh was spent for giving industrial training to 300 Scheduled Caste trainees.

#### **Tripura**

Out of a total allocation of Rs. 36.71 lakhs during 1974-75, an expenditure of Rs. 34.55 lakhs was incurred under the scheme of Economic Uplift. 226 Scheduled Tribe families were settled on land developed by the Agricultural Department with an expenditure of Rs. 3.00 lakhs. For spill-over schemes, an amount of Rs. 13.64 lakhs was provided for 2,200 families. However, an expenditure of Rs. 20.63 lakhs was incurred and 3,483 families were benefited. Besides, the schemes for the distribution of improved paddy and potato seeds to tribal cultivators, introduction of sugarcane cultivation and introduction of certain new crops, were implemented under the agricultural schemes for the Scheduled Tribes. An amount of Rs. 2.35 lakhs was incurred for giving assistance to 360 landless Scheduled Caste families for settlement on land developed by the Agriculture Department. An amount of Rs. 0.19 lakh was allocated for the distribution of improved paddy and potato seeds and development of pisciculture for the benefit of Scheduled Castes. 7 trainees were given stipends for undergoing training in Industrial Training Institutes.

## Uttar Pradesh

Subsidy was given for the purpose of bullocks, improved agricultural implements, seeds, fertilizers etc. and for reclamation and improvement of land. Twenty cottage industries of Scheduled Castes were listed for the grant of subsidy and the maximum limit provided was Rs. 500.00 per person and Rs. 5000.00 for each Co-operative Society. The State Government set up a Scheduled Caste Finance and Development Corporation in 1974-75 to handle all funds earmarked under the scheme and also obtain funds through institutional finance for Scheduled Tribes. 20 cottage industries were also listed for the grant of subsidy and the maximum limit provided was Rs. 500 per person and Rs. 5,000 for each cooperative society. The rate of subsidy has since been increased from Rs. 500 to Rs. 3,000 per individual and from Rs. 5,000 to Rs. 10,000 for each co-operative society. For meeting industrial aptitude and to cater to the needs of Scheduled Tribes, the State Government have set up three corporation viz., Tarai Anusuchit Jan Jati Vikas Nigam Ltd., Garhwal Anusuchit Jan Jati Vikas Nigam and Kumaon Anusuchit Jan Jati Vikas Nigam Ltd. A sum of Rs. 5.00 lakhs was provided to each of the three Corporations.

## West Bengal

Out of a total allocation of Rs. 4.85 lakhs, an expenditure of Rs. 3.20 lakhs had been incurred for the economic development schemes for Scheduled Tribes. One hundred ninety five candidates belonging to Scheduled Tribes had received training in vocational trades and crafts. Besides, 50 Scheduled Tribe persons had been given training in motor driving etc. 170 trained persons in approved institutions were expected to be benefited under the scheme of traditional artisans with an average expenditure of Rs. 300.00 per artisan.

## Delhi

During 1973-74 and 1974-75, the Directorate of Industries had advanced loans to the tune of Rs. 4.58 lakhs to 206 small scale industries for Scheduled Castes. Under the half a million job programme, the Department had organised one engineer Cooperative Society with majority of the members belonging to Scheduled Castes and backward classes. The Government contributed share capital amounting to Rs. 97,500.00 as share capital. The Society also got loans from the Banks and had been allotted two sheds in the Okhla industrial complex.

## II. Non-Official Agencies

8.19 A number of voluntary organisations have been doing useful work in ameliorating the economic conditions of Scheduled Castes and Scheduled Tribes. In fact, some of them have taken up developmental schemes in the most difficult inhospitable tribal areas and are making relentless efforts in creating a self-generating economy. A few notable organisations

have taken up training scheme for imparting knowledge about the improved techniques of agricultural production as well as necessary skills and wherewithal for establishing small scale enterprises for members of these communities.

8.20 In *Uttar Pradesh*, the Banwasi Seva Ashram has established an agro-industrial community development centre, named *Agrindus*, in the tribal areas of Mirzapur district. This is a drought prone area and famine conditions generally are noticed once in every three years. The Ashram with the help of Uttar Pradesh Drought Relief Committee, Gandhi Smarak Nidhi and Sarva Seva Sangh has organised a programme to meet the challenge of perpetual famine. *Agrindus* was founded in 1967 and the main objectives of the *Agrindus* are the mobilisation of people's action for community development by breaking their inertia and activating them for self-help. To achieve this objective, the *Agrindus* is conducting activities in various spheres such as demonstration farms which is a good example of land reclamation, soil and water conservation, construction of earthen dams to entrap rain water for irrigation, laying out a system of gravity canals, pipelines and pump-sets, field trials of different crops, seed varieties, application of fertilizer and manures, crop rotation, farm management and agricultural planning. After the visit of Acharya Vinoba Bhave in 1965, 342 out of 392 villages of Duddhi Tehsil agreed to join the Gramdan Movement. In 100 out of these villages, Gramswarjya Sabhas have been formed. In 76 villages Gramkosh (community funds) have been established. In these villages nearly 4,500 acres of land was distributed to about 1,300 landless families through the Bhoodan-Gramdan Movement. The villagers have agreed for community ownership of land. *Agrindus* has also started industries such as Gur industry to produce jaggery from 2 to 5 acres of sugarcane grown on the farm, brick making, designing and construction of cheap houses, tube well drilling and well digging for drinking water and irrigation. These industries employ 30 to 50 workers and produce goods worth over two and a half lakhs of rupees per year. The *Agrindus* also organises training through camps, seminars, field demonstrations and apprenticeship on specific jobs. This training is job oriented and tailored to the specific needs and problem of the farmers and is organised on the spot.

8.21 At Ranchi in *Bihar*, the Ramakrishna Mission Ashrama, Morabadi has been undertaking a well coordinated programme of social, cultural, spiritual and economic development of the tribal people for Chotanagpur, to educate the tillers of the soil in the technical know-how of agriculture, to boost up production and to increase their output making the maximum use of their small holdings. The Ashrama had established a Free Residential Farmers Training Institute—Divyayana—in March, 1969. The trainees are imparted an intensive training course of six weeks in agriculture, poultry and dairy, bee-keeping etc. with a provision of specialised training of 3 to 4 months to the deserving trainees. Since inception 1,140 farmer students, of which 965 belonged to Scheduled Castes and Scheduled Tribes, received

training upto 30th September, 1975. The Institute has also arranged refresher courses and ex-trainees are acquainted with upto date technical knowledge by the staff of Rajindra Agriculture College and Veterinary College. The ex-trainees are also helped with custom services and other ancillary help from nationalised banks. Some of the trainees belonging to Scheduled Tribes have started their own poultry and dairy farms and were getting encouraging results. The good work done by the Divyayan has been appreciated and in *West Bengal*, the Agro Service Centre at Purulia is functioning for the benefit of the ex-trainees of that area. It is understood that the Indian Council of Agriculture Research is examining the question of assisting the Ashrama in enlarging the training programme and research into the various types of food-grains grown in the tribal areas. **It is hoped that the scope of Divyayan scheme would be enlarged with the assistance of I.C.A.R. and more Scheduled Tribe persons would be able to derive benefit for modernising their agriculture. Studies have revealed that the income of tribal cultivators in Chotanagpur area can be increased if they take up animal husbandry programmes which has great potentiality.**

8.22 In the same State of *Bihar*, another organisation called BAM—Brothers to All Men was established in Gaya in 1966 and has been engaged in welfare work for the weaker sections in 36 villages around Gaya. It is engaged in agricultural development work and provision of medical facilities to the weaker sections. In the matter of agricultural development, seeds, fertilizers, agricultural implements, etc. are given to the farmers on credit which they repay after the harvest of crops. The organisation is also giving technical guidance to the farmers. The organisation is running 4 welfare centres. At the Nanokh Welfare Centre in Manpur Block, 3 irrigation wells have been dug and electric power pumps have been set up. Wheat has been grown on 3 acres of Bhoodan barren land belonging to 50 Scheduled Caste families. It is hoped that the Harijan families would get a profit of Rs. 500 per acre from their wheat crop and in future this was expected to increase to Rs. 1,000 to Rs. 1,500 per acre. The centre has three pairs of bullocks which are made available to the villagers on hire basis. The other Centre at Shanti Nagar in Kidarsarai Block looks after 3 villages. Five irrigation wells have been dug to irrigate Bhoodan land of Scheduled Castes and one hospital has also been constructed.

8.23 The Agricultural Institute, Kosbad Hill, district Thana in *Maharashtra* State has taken up a programme of extending irrigation facilities to the tribal people in 10 villages by digging wells and providing them with electric pumping sets with the help of loans from banks, aid from philanthropic agencies and help and cooperation of the Maharashtra Electricity Board in supplying necessary power for the pumps. The Institute has also brought about changes in the cropping pattern in order to increase the yield by introducing 3-crop cycle of rice, wheat and *baishakhi mung* and making use of high yielding

varieties of rice. The Institute also arranged training for farmers and demonstration on the field itself.

8.24 In *Andhra Pradesh*, the Andhra Rashtra Adimjati Sevak Sangh, Nellore is training tribal people for getting gainful employment. It has arranged settlement of about 2 lakh nomadic families and organised 500 tribal colonies in coastal districts of the State. It has also secured nearly 8,000 acres of land for the tribals. **The Government of Andhra Pradesh should utilise the services of the Sangh in the various economic development schemes for the tribal people.**

8.25 Non-official agencies can help in changing the atmosphere and attitude of other communities towards the development of Scheduled Castes/Scheduled Tribes, specially after the declaration of Emergency. Some of these efforts that have been noticed could be considered as trend setters indicating the new pattern of attitudes and behaviour and trends in the country after the announcement of the Prime Minister's economic programme which lays emphasis on the development programmes for the weaker sections and elimination of exploitation. For example, it has been noticed that in some villages of Kolhapur District in *Maharashtra* State, some non-Scheduled Caste persons themselves came forward to construct houses for the Scheduled Castes. In a few villages of the same district, the Scheduled Caste persons were voluntarily restored alienated lands by the non-Scheduled Caste persons. The villagers of Kauditre, exhibited a fine gesture in helping the Scheduled Caste persons to bring under cultivation their land which was lying as uncultivable waste for a long time. This was done collectively by villagers as community work by observing a Palak day—the day which is observed for community work when at least one person from every household participates. **The village folk if properly enthused and guided can create miracles in the field of development and social reforms.**

#### Nationalised Banks

8.26 Available information regarding the assistance rendered to the persons belonging to Scheduled Castes and Scheduled Tribes by some of the nationalised banks is given below :—

##### I. Bank of India

The under mentioned special schemes were taken up for Scheduled Castes and Scheduled Tribes :—

- (i) Warana Integrated Dairy Development Scheme.
- (ii) Government of Maharashtra Scheme for landless labourers—Model Colonisation Scheme in Sholapur District.
- (iii) Financing under the Marginal Farmers and Agricultural Labourers Agency Scheme.
- (iv) Tribal Development Project.
- (v) Goat rearing Unit in Tarana Block of Ujjain District.

For expeditious disposal of cases under D.I.R. Scheme, the Bank was reported to have introduced a consolidated security document to replace various security documents, as a result of which the incidence of stamp duty had been reduced. In Kolaba District of *Maharashtra*, the bank had taken up the scheme of rendering assistance to the two pockets of Scheduled Tribes near Pen. Financial assistance provided to Scheduled Castes and Scheduled Tribes under various schemes during 1974 amounted to Rs. 117.43 lakhs covering 5,277 accounts. A decision was reported to have been taken up by the Bank to give a further concession of  $\frac{1}{2}$  per cent in the interest rate on loans to persons belonging to Scheduled Castes and Scheduled Tribes for agriculture with sanctioned limits upto Rs. 10,000 and upto Rs. 2 lakhs in the case of advances to small scale industries, small business etc., where these advances were eligible for CGO/CGC guarantee cover. They did not insist on any margin in deserving cases particularly in case of small borrowers and those belonging to Scheduled Castes and Scheduled Tribes. On educational loans, the Bank charged 9 per cent rate of interest from the persons belonging to Scheduled Castes and Scheduled Tribes as against  $12\frac{1}{2}$  per cent rate of interest charged from other borrowers and in suitable cases, the requirement of third party guarantee was also waived. The Bank was also reported to have taken up special scheme formulated by the Government of Maharashtra for settling landless Scheduled Tribe agricultural labourers who had been allotted land for cultivation in the model colonies in Akkalkot Taluka of Sholapur District.

Under an integrated scheme for providing finance on a package deal basis for improving the lot of adivasi farmers in Pen Taluka of Kolaba District, the Bank had given advances for construction of wells, fish ponds and for raising high yielding variety of paddy. Under this scheme the Bank was reported to have assisted 23 families with advances amounting to Rs. 1.55 lakhs. In Ujjain District of *Madhya Pradesh*, the Bank had assisted 18 farmers belonging to these categories identified by S.F.D.A. to an extent of Rs. 9,000. The Ranchi Branch in *Bihar* had formulated a group lift irrigation scheme for 13 Scheduled Tribe persons in Rata Block and was reported to have financed them to the extent of Rs. 20,000. The Tenali Branch of the Bank in Guntur District of *Andhra Pradesh* was reported to have financed 50 members of a cycle-rickshaw pullers Co-operative Society belonging to Scheduled Tribes. Loans amounting to Rs. 30,000 were sanctioned.

## II. Canara Bank

Many of the branches of this Bank were reported to have assisted a sizeable number of Scheduled Caste persons under the differential rate of interest scheme. They had also taken up schemes for the benefit of persons belonging to Nomadic Tribes in *Uttar Pradesh*. Besides, some

of the Scheduled Caste persons and Koragas of Calicut District in *Kerala*, had been given loans for improving their business of basket making and stone cutting. The Andhra Pradesh Scheduled Castes Corporation, through District level societies financed the members of Scheduled Castes for purchasing rickshaws. Out of the total finance required, 10 per cent was provided by the Corporation, 10 per cent was individual contribution and 80 per cent was loaned by the Bank. About 350 rickshaw pullers were reported to have been advanced loans under this scheme. In the same State, the Vijayapura branch of the Bank had advanced loans to more than 50 farmers belonging to Scheduled Castes to the extent of Rs. 1.35 lakhs for starting subsidiary occupation like dairy. One Scheduled Caste farmer was advanced a loan of Rs. 33,000 for purchasing a tractor. In Devanahally village, 20 Scheduled Caste farmers availed of loans amounting to Rs. 40,000. At Chengari Tribal Colony in Wynad in *Kerala* State, 10 families were selected for financing of tapioca cultivation in 30 acres of land.

## III. Indian Overseas Bank

It was reported that the persons belonging to Scheduled Castes and Scheduled Tribes had been given financial assistance amounting to Rs. 6.93 lakhs in *Kerala*, *Andhra Pradesh*, *Orissa*, *Karnataka* and *Pondicherry*. One branch of the Bank at Trichy District in *Tamil Nadu* advanced loan amounting to Rs. 50,000 to Mathur Harijan Co-operative Milk Supply Society for purchase of 50 milch cattle. Kunrathur Branch of the Bank advanced loan of Rs. 45,000 to Calladipet Harijan Cooperative Milk Supply Society for purchase of cows by 45 members. The Bank sanctioned a limit of Rs. 1 lakh for cobblers at Hyderabad sponsored by Leather Industrial Development Corporation Ltd. At Begum Bazar, the Bank sanctioned a limit of Rs. 70,000 to cobblers sponsored by the Corporation. In *Maharashtra* 23 persons of backward communities engaged in leather trade were advanced a total sum of Rs. 1.15 lakhs at the rate of Rs. 5,000 per individual. The Bank was also reported to be extending assistance to Scheduled Castes and Scheduled Tribes in Bobbili and Srikakulam areas in *Andhra Pradesh* and a few schemes had already been approved for their welfare.

## IV. Central Bank of India

The Bank reported that 90 per cent of the beneficiaries under the differential rate of interest scheme belonged to Scheduled Castes and Scheduled Tribes. However, the exact data was not available with the Bank.

## V. Syndicate Bank

Loans amounting to Rs. 10.86 lakhs were advanced to 2,511 and 218 persons belonging to Scheduled Castes and Scheduled Tribes respectively

under D.I.R. Scheme. The balance amount of Rs. 7,45,860 and Rs. 90,948 was outstanding against the persons belonging to Scheduled Castes and Scheduled Tribes respectively. The Bank had reported that not less than 30 to 35 per cent of the total advances made by them under Small Farmers Development Agency and Marginal Farmers' and Agricultural Labourers' Development Agency had gone to Scheduled Castes and Scheduled Tribes. Besides, a sum of Rs. 23.85 lakhs was estimated to have been lent to the farmers belonging to Scheduled Castes and Scheduled Tribes. Out of the total advance of Rs. 27.36 lakhs made to three Farmers' Service Cooperative Societies, it was estimated that at least an amount of Rs. 5.50 lakhs had gone to borrowers belonging to Scheduled Castes and Scheduled Tribes. In order to encourage the small farmers belonging to Scheduled Castes and Scheduled Tribes, the Bank had waived collection of service charges for agricultural loans upto a sum of Rs. 5,000 if the beneficiary was having less than 5 acres of land and was growing crops other than plantation crops. In Chamrajanagar Taluka of Mysore District in *Karnataka* crop production loan amounting to Rs. 0.29 lakh had been granted to 76 persons belonging to Scheduled Castes. In 3 blocks of Prakasam District of *Andhra Pradesh*, the Bank had provided loans for irrigation purposes to Scheduled Caste and Scheduled Tribe farmers. In Ramanapalli in Cuddapah District of *Andhra Pradesh*, a sum of Rs. 0.30 lakh was granted to 25 persons belonging to Scheduled Castes for acquiring dairy animals. In Gundlupet Taluk of Mysore District, the Bank had advanced Rs. 3.84 lakhs for crop production, land development, agricultural machinery and sheep rearing through the Mallayanapura Service Cooperative Society Ltd. where 40 per cent of the members belonged to Scheduled Castes and Scheduled Tribes.

## VI. Bank of Baroda

The Bank had extended financial assistance to the tune of Rs. 4 lakhs to Shri Sadguru Agricultural Society, consisting of Scheduled Tribes and backward class farmers. The Bank granted financial assistance to two cooperative societies of Scheduled Caste persons at Vijayawada (one consisting of 45 members for purchase of auto-rickshaws and another with 50 members for basket making). The Bank was reported to have given financial assistance of Rs. 79.00 lakhs to 7,869 borrowers belonging to Scheduled Castes and Scheduled Tribes.

## VII. State Bank of India

Till the end of last year, the State Bank of India extended loan assistance of Rs. 4.5 crores to one lakh persons belonging to categories like petty traders, fish vendors, weavers, coir workers, porters and cycle rickshaws. Loan assistance totalling about Rs. 6 lakhs was provided by the

Trivandrum and Quilon branches of the State Bank of India in *Kerala*, to 2,000 persons under D.I.R. Scheme. Separate figures for Scheduled Castes and Scheduled Tribes were not available.

The State Bank of India, Hindupur Branch in *Andhra Pradesh* reported that over 150 persons including Scheduled Castes and Scheduled Tribes financed under the differential rate of interest scheme for activities like agriculture, dairying, sheep-farming, push-cart pullers, shoe-making, basket making, etc. to the tune of Rs. 1.5 lakhs. In Anantapur District of the same State loans to 30 Scheduled Caste persons ranging from Rs. 650 to Rs. 1,000 each had been sanctioned for the purchase of buffaloes. The Bank had a good response about the repayment of loans from these 30 Scheduled Caste beneficiaries and was contemplating to finance another 50 Scheduled Caste persons in Anantapur District. As part of new Economic Programme of the Prime Minister, the Bank adopted Shahjipura Village of Moradabad District in *Uttar Pradesh* to render assistance to 200 Scheduled Caste families. About 140 families of the village engaged in shoe-making were advanced an amount of Rs. 70,000 as long term loans. Besides, an amount of Rs. 50,000 had been advanced to horn-craftsmen, weavers and others in adjoining areas. The Bhopal branch of the State Bank of India in *Madhya Pradesh* reported that the ceiling of 2.5 acres of dry-land and 1 acre of irrigated land for D.I.R. advances was found to be a hindrance in advancing loans to Scheduled Castes and Scheduled Tribes. It was learnt that at the Bank's instance, the Chief Minister of Madhya Pradesh took up the matter with the Union Finance Minister and secured relaxation in favour of the backward classes, and all Scheduled Caste and Scheduled Tribe persons whose annual income from all sources did not exceed Rs. 2,000 in rural areas and Rs. 3,000 in urban and semi-urban areas, were sanctioned loans at the concessional rate of interest irrespective of the size of their holdings. It was also reported that the officials of the Tribal and Harijan Welfare Department would collect applications and forward the same to the State Bank for consideration. Information regarding the break-up of advances granted to Scheduled Castes and Scheduled Tribes as on 30th September, 1975, is given below:—

	Number of Accounts	Limit	Out- standing
			(Rs. in lakhs)
Agriculture . . .	711	5.57	2.81
Small Scale Industries . .	1,062	4.09	3.02
Small Business . . .	1,502	4.89	4.08
Transport Operators . .	130	0.80	0.53
	3,405	15.35	10.44



It was reported that in terms of number of accounts as well as quantum of financial assistance, this worked out to roughly one-third of the total coverage of D.I.R. advances in the Bhopal Circle.

### VIII. United Commercial Bank

According to Press Reports, the United Commercial Bank was planning to launch a campaign to educate tribals and other backward people on the utility of banks and benefits flowing particularly after nationalisation. It was stated that services of well-equipped officers of the Orissa Government had been sought who would work with the bank to carry the message of the banking service in the interior of the State. To begin with, the bank would launch its schemes of education in the tribal-dominated district of Phulbani in *Orissa*. The primary occupation of the people of Phulbani District is cultivation, hunting and collection of forest produce, which the middle-men managed to buy from illiterate tribals at throw-away prices for their produce. The State Government had set up marketing co-operative societies and to supplement this effort, the bank would open more branches in the interior, besides two branches already opened.

8.27 It would be seen from above, that some of the nationalised banks have started playing a meaningful role in financing the development schemes for the persons belonging to Scheduled Castes and Scheduled Tribes. However, even now no satisfactory arrangement has been evolved to know as to what extent the persons belonging to Scheduled Castes and Scheduled Tribes have been able to obtain financial assistance from the Banks. It was mentioned in our earlier Reports that the banks should collect information about the statistics of financial assistance rendered to Scheduled Castes and Scheduled Tribes by prescribing a special column in their loan application forms. But, as this proposal was not acceptable to the Ministry of Finance it was recommended that in case compilation of this information involved considerable amount of work for the banks, instructions may be issued for separate earmarking of loans to be advanced at concessional rates of interest to the persons belonging to Scheduled Castes and Scheduled Tribes. However, the Ministry of Finance stated that it would not be practicable to earmark separate funds for Scheduled Castes and Scheduled Tribes because resources of banks could not be allowed to remain idle, but the persons belonging to these categories could avail of financial assistance from any worthwhile scheme either under the differential interest rates scheme or otherwise and constraint of resources would not stand in the way of providing such assistance. It may be mentioned that the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes had also suggested in its Thirty-seventh Report that for ameliorating the conditions of Scheduled Castes and Scheduled Tribes it was essential that the nationalised banks should earmark a specific percentage of their funds and the funds so earmarked should not be less than 20 per cent of the

total funds available with the Banks for advances and, where the population of Scheduled Castes and Scheduled Tribes was more than 20 per cent of the total population of that area, the funds for Scheduled Castes and Scheduled Tribes should be raised correspondingly. It was also suggested by them that there should be a statutory obligation for the appointment of at least one-fourth of the Directors of nationalised banks from among Scheduled Castes and Scheduled Tribes.

### Rural Banks

8.29 Nine Regional rural banks have so far been set up at Jaipur (Rajasthan), Malda (West Bengal), Arrah (Bihar), Bhiwani (Haryana), Moradabad, Gorakhpur, Azamgarh (Uttar Pradesh), Hoshangabad (Madhya Pradesh) and Bellary (Karnataka) with a view to developing rural economy by providing credit and other facilities to the small and marginal farmers, agricultural labourers, artisans and small entrepreneurs. It is understood that during the last six months the banks have introduced schemes in the field of agriculture and small scale and cottage industry to assist the implementation of the 20-Point Economic Programme initiated by the Prime Minister. These banks were also reported to be encouraging and financing landless agricultural labourers particularly those released from bonded labour to take up activities allied to agriculture such as dairy farming, bee keeping and sheep rearing. Persons who had been allotted land were also being provided with finance for working capital requirements as also for term requirements for the purchase of bullocks and agricultural implements and for land development. Some of the Banks were also reported to have extended consumption finance on a modest scale to cover medical and educational expenses and for repair of houses to small and marginal farmers, particularly those belonging to Scheduled Castes and Scheduled Tribes. Details regarding the extent or assistance rendered to the persons belonging to Scheduled Castes and Scheduled Tribes were not available.

### Industrialization and Mining Development in the Tribal Areas

8.29 In view of the relatively poor agricultural base and rich potential of industrial and mineral resources in the tribal areas there is a great need of diversification of the economy in the tribal areas by suitable mining and industrial development programmes. In the tribal areas of *Andhra Pradesh*, the persons belonging to Scheduled Tribes had no active partnership or share holding in many of the forest based industries like carpentry workshops, paper mills, saw mills and plywood factories, news print factories, etc. Even though minerals like iron ore, coal, bauxite, limestone, etc. were available in large scale in the tribal areas, no worthwhile effort was made in a systematic way with due share going to the tribals. Even the collieries and cement factories had no special programme or provision for making tribals active participants with sizeable returns accruing to them except wages for a small number of labourers engaged in these industries. The medicinal and aromatic plants and



grasses like *raulfia serpentina*, *nuxyomica*, *myrobalans* etc. which had vast potentialities for large scale growing and commercialisation with foreign exchange earning prospects had not been subjected to the systematic growing and development. There was a vast scope for engaging tribals both as producers of raw materials and as workers in processing or semi-processing cottage industries that could be established on the basis of agro-forest produce potentialities besides the proposed jute manufacturing industry at Salur of Sriakulam District. Aluminium industry at Ananthagiri, Visakhapatnam District and plywood factory in Rampachodavaram in East Godavari District were having vast employment and entrepreneurial potentialities.

8.30 The Gujarat Mineral Development Corporation had taken up the manufacture of synthetic cryolite and aluminium fluorite in the tribal areas of the State. One mini-steel plant was to be set up at Ukai. The mining lease for producing multi-metals like lead, zinc and copper in Ambaji in Danta Taluq of Banaskantha District had also been taken up in the tribal areas. It was decided to organise and encourage taluq level industrial cooperatives in the tribal areas with membership open to persons engaged in various approved crafts and trades. According to available information, the Gujarat State Financial Corporation had financed 96 industrial units in the tribal areas by sanctioning an amount of Rs. 95.76 lakhs.

8.31 Many important minerals like soap stone fluorite and asbestos, manganese, calcite, iron, limestone, lead etc. were being worked out in the tribal districts of Dungarpur, Banswara and Udaipur of Rajasthan State. There were potentialities of setting up cement plants in the tribal areas of Banswara district. Marble deposits near Chinch and Kushalpura offered scope for starting marble cutting and polishing factories in this area. Detailed investigations of fluorite deposits at Kahila were under progress and there was possibility of a beneficiation plant being installed based on the fluorite deposits of Mando-Ki-Pal and Kahila. The Rajasthan State Industrial and Mineral Development Corporation was planning to set up a cryolite plant at Dungarpur. Departmental investigations for base metals at Bichhiwara had also given encouraging results. There were possibilities of starting mining operations and concentration plant for producing copper concentrates in the tribal areas. Though there was considerable scope for employment of technical and skilled as well as un-skilled persons in the mining projects, excluding the fluorite mines of Dungarpur Graphite deposits of Banswara and Lead Zinc mines of Zawar, the whole of mining activity in the tribal region was in the private sector. Though these mines employed local people as un-skilled labourers, for the skilled operations and management, people from outside were being engaged and the tribal people did not benefit to the desired extent from the mineral resources available in the tribal areas. There were

potentialities of encouraging simple craft and household industries relating to collection of forest produce and their processing in the tribal areas of Rajasthan. There was a large scope for accelerating the programme of collection of forest products such as non-edible oil-seeds, extraction of oil therefrom and manufacture of soap from the non-edible oils. Availability of raw material and demand for consumer goods offered good scope for leather tanning and foot wear, carpentry, lime making and cane and bamboo products.

8.32 There were good potentialities of mining in the tribal districts of Bastar, Durg, Surguja, Mandla, Rajnandgaon, Jhabua, Raigarh and Dhar in *Madhya Pradesh*. There were potentialities of establishing mineral based industries namely, cement, steel, aluminium plant, coal and thermal power stations, consumer goods industries, processing industries and handicrafts and art pieces in the tribal areas. It was understood that the Government of *Rajasthan* proposed to carry out Industrial Potential Survey in the tribal areas covered by Integrated Tribal Development Projects to identify various minerals, forests, agricultural, livestock and other resources available in the project for finding out availability of resources for industries suitable to the needs of tribal people.

8.33 The Rourkela-Bonai-Talcher-Cuttack-Paradeep belt of Orissa State has enormous potential of iron, limestone etc. A steel plant, a fertilizer plant and various other chemical industries are located there. Bonai is also a potential site for a steel plant or pig iron complex. Nayagarh-Tomka-Daitari-Sukinda-Paradeep belt is rich in chromite projects. A nickel manufacturing unit is being set up at Sukinda with a joint partnership of the State and Central Governments. There is feasibility of iron, chromite, quartz and other mineral based industries. In the Industrial zone of Mayurbhanj district, it is feasible to set up a ferro-vanadium plant based on vanadiferrous magnetites available in Sialnoi. In Orissa State, 8 districts having sizeable tribal population viz., Koraput, Mayurbhanj, Phulbani, Keonjhar and Kalahandi were identified as backward and were being offered special incentives for industrial development. As regards Village and Small Industries, there were potentialities of setting up forest based industries such as tussar, lac, bee-keeping, paper manufacture, oil extraction units, processing of turmeric, lime stone crushing, rope making, gur, pottery, cane and bamboo products, their processing etc.

8.34 It would be seen from above that many of the tribal areas possess good potentialities of development of mining and industries. The general strategy for development of mining and industries in the tribal areas should be of keeping the tribal persons as the focal point and adequate integrated programmes on local resource based materials should be prepared. Pioneering work in this field has been done by the Xavier Institute of social services, Ranchi, in

Bihar which carried out a survey of tribal entrepreneurs in Ranchi and Khunti in 1971-72 and in undertaking training of local entrepreneurs under the half a million jobs scheme and assisting them in setting up their businesses. The major findings of the survey, training programmes and success achieved in speeding up the process of Scheduled Tribe persons entering into the field of business may be seen at Appendix XII.

**8.35 It is recommended that the State Governments should assist Institutes like Xavier Institute which come forward to launch entrepreneurship development programmes so that potential tribal entrepreneurs can derive benefits of various schemes of industrialisation launched in the tribal areas of the country. With suitable training and support from infrastructural organisations like banks, State Industries Department and large industries, it is possible to induct young Scheduled Tribe men to start ancillary industries and become partners in the industrialisation of tribal areas.**

## **ALLOTMENT OF DISTRIBUTIVE AGENCIES**

### **I. State Governments**

**8.36** In order to improve the economic and social conditions of the persons belonging to Scheduled Castes and Scheduled Tribes, it is essential that they should be given consideration in the allotment of distributive agencies such as, fair price shops, ration shops, kerosene dealerships, coal depots and country-liquor shops. Some of the State Governments have already started allotment of distributive agencies to Scheduled Castes and Scheduled Tribes and available information in this regard is given below :—

#### **Andhra Pradesh**

During 1972-73 not even a single fair price shop was allotted to the persons belonging to Scheduled Castes and Scheduled Tribes. However, during 1974-75, 32 and 8 fair price shops were allotted to the persons belonging to Scheduled Castes and Scheduled Tribes respectively in the twin cities of Hyderabad and Secunderabad.

#### **Bihar**

For issuing bus permits the State Government was reported to have decided to organise cooperative societies of unemployed graduates and degree and diploma holders in which 2 members belonging to Scheduled Castes and Scheduled Tribes were also taken. For the persons belonging to other categories it was essential that they should be graduates whereas in the case of Scheduled Castes and Scheduled Tribes the academic qualifications had been lowered to matriculation level. The persons belonging to Scheduled Castes and Scheduled Tribes were to be given preference in the allotment of fair price shops.

#### **Himachal Pradesh**

Three fair price shops had been allotted to Scheduled Caste persons and 72 fair price shops were being run by the Scheduled Caste persons.

#### **Madhya Pradesh**

The Food Department was reported to have issued instructions to all the Collectors to give priority in allotment of fair price shops to the persons belonging to Scheduled Castes and Scheduled Tribes. According to available information out of 9,620 distributive agencies (Fair Price Shops, Coal Depots, Kerosene dealerships and country-liquor shops) in 1972-73, 226 were allotted to the persons belonging to Scheduled Castes and Scheduled Tribes. As against this during 1973-74, out of 10,267 such agencies allotted, 848 had been allotted to the persons belonging to Scheduled Castes and Scheduled Tribes.

#### **Maharashtra**

As per information furnished by the Commissioner for Prohibition and Excise out of 1,673 licences issued for the country liquor shops, 225 and 33 were allotted to the persons belonging to Scheduled Castes and Nav-Budhas from 1st April, 1973 to 28th February, 1974.

#### **Rajasthan**

498 fair price shops were allotted to the persons belonging to Scheduled Castes and Scheduled Tribes during 1972-73 and 1973-74. Besides 59 coal depots etc. were allotted to the persons belonging to these communities, during this period.

#### **Tripura**

During 1974-75, 41 Scheduled Castes and 81 Scheduled Tribes were given dealership for running fair price shops. Fourteen Scheduled Caste and 18 Scheduled Tribe persons were issued permits to operate rice mills.

#### **West Bengal**

Seven hundred ninety-six persons belonging to Scheduled Castes were issued permits for ration shops, petrol, kerosene oil dealership and fertilizer dealership etc. Besides 330 persons belonging to Scheduled Castes were issued licences for auto-rickshaws, trucks, mini-buses and other buses etc. One hundred fifty-seven persons belonging to Scheduled Tribes were issued permits for ration shops and 3 Scheduled Tribes were given licences for auto-rickshaws, buses etc.

#### **Pondicherry**

During 1974-75, one fair price shop was allotted to a Scheduled Caste person. It was understood that in the allotment of fair price shops, the administration had decided to give first priority to Co-operative Institutions and second priority had been given to the persons belonging to Scheduled Castes. The Commissioners of all the Municipalities were requested by the Administration to allot 20 per cent of shops constructed by them to Scheduled Castes/Scheduled Tribes.

## Delhi

Under the scheme of self-employment for allotment of mini-buses/trucks, a distinct reservation of 14 per cent had been made for Scheduled Castes. During 1974-75, 7 mini-buses were to be allotted to Scheduled Caste persons out of a total number of 50 mini-buses. The Authorities were already reported to have selected the requisite number of beneficiaries subject to certain verifications which were required to be completed. Besides 7 mini-trucks had also been reserved for allotment to Scheduled Castes out of a total number of 50 mini-trucks. The beneficiaries were already reported to have been selected. Under the scheme of allotment of 200 mini-buses, cases of 84 candidates were reported to be under consideration out of whom only 3 belonged to Scheduled Castes.

**It will be seen from above, that specific percentages have not been provided by most of the State Governments in the allotment of distributive agencies. However, there is a definite improvement in the matter of allotment of distributive agencies. It is hoped that there will be better performance in the coming years :**

## II. Government of India

8.37 According to available information Scooters India Limited, a Government of India concern allotted 55 retail outlets, out of which 5 outlets were reported to have been allotted to the persons belonging to Scheduled Castes and Scheduled Tribes. It was also understood that the policy followed by the concern was to give their retail outlet to under-graduate engineers up to 27 years of age or to disabled war veterans.

The Indian Oil Corporation Limited, Bombay have been taking steps for the general development of the Scheduled Castes and Scheduled Tribes. In the matter of allotment of dealerships, 25 per cent each of the

anticipated Corporation owned dealer operated retail outlet dealerships, Kerosene Dealerships and L.P.G. distributorships (domestic and commercial use only) were being earmarked for candidates belonging to Scheduled Castes/Scheduled Tribes.

## Implementation of Apprenticeship Scheme

8.38 Under the Apprentices Act so far as the trade apprentices are concerned (at the craftsmen level), the Central Government is the appropriate Government for Central Government Departments/Undertakings while the State Governments are the appropriate government for the private sector and for their own Departments/Undertakings. For the apprenticeship training of Graduate/Diploma Engineers, the appropriate Government is the Central Government and this part of the scheme is looked after by the Ministry of Education.

8.39 Out of the total 1,21,005 seats utilised (as on 13-2-1976) about 12,738 have been filled by candidates belonging to Scheduled Castes and Scheduled Tribes. The Statewise break up is given at Appendix XIII. **There are still a few States where special efforts are needed for improving the position in the intake of trade apprentices. Further, States like Mizoram, Nagaland etc. which are not so industrially advanced need assistance from the neighbouring industrially developed States for recruitment of persons as trade apprentices.**

8.40 Forty-three new trades and 15 industries have been recently covered under the provisions of the Apprentices Act bringing the total number to 103 trades and 216 industries. The rates of stipend to the apprentices have also been revised w.e.f. 23-1-1976. The increased rates would attract young unemployed to join apprenticeship training. **For the success of the scheme, it is necessary that the trained apprentices should be suitably absorbed in regular jobs in the establishments after their training.**

## CHAPTER 9

### INTEGRATED AREA DEVELOPMENT PLANS FOR TRIBAL AREAS

The tribal population which forms 6.94% of the country's total population, is spread in isolated pockets in some regions and in larger concentration in some others, while in other regions it is thinly dispersed. Apart from geographical separation, the Scheduled Tribes differ widely in language, culture and race within each zone and from one zone to another. The tribes of the Southern zone are numerically the smallest and are in a state of semi-nomadism. In contrast to this, most of the tribes of the Central and Eastern zone as a whole are at a higher stage of development in their socio-economic life. The tribes in the eastern region are in greatest concentration and their problems are altogether different from those of the tribes living elsewhere in the country. The tribals in general remained separated from other communities and are at a lower level of development. After independence, conscious efforts have been made to see that the each tribal group, maintaining its individual character, should be enabled to join the mainstream of national life.

#### Tribal Development Blocks

9.2 Soon after the inauguration of the community development movement, the programme of special multi purpose tribal development projects was taken up for the tribal areas on similar lines. The establishment of Tribal Development Blocks was initiated in the beginning of the Second Five Year Plan as a pilot scheme, and 43 such blocks then called Special Multipurpose Tribal Blocks were set up. With the success of this scheme, more Tribal Development Blocks were started during the Third and Fourth Five year Plans and by the end of the Fourth Plan, 504 Blocks had been established in the country, besides 16 sub-Blocks in *West Bengal*, 6 *Ad hoc* blocks in *Karnataka*, 2 Area Projects in *Uttar Pradesh* and 4 Tribal Development Blocks started as a special case in *Nagaland*. The details of area covered and the expenditure incurred on this scheme have been given in the previous Report. The selection of Tribal Development Blocks was done on the basis of 66.6 per cent or more tribal population. On the basis of this criterion, only 39 per cent of the total tribal population could be covered by these Blocks at the end of the Fourth Plan. It was, therefore, decided later to extend the programme of tribal development Blocks to all areas having more than 50 per cent tribal population. The tribal Development Blocks were to supplement the Community Development effort in the same region with the result that the programme of Tribal Development Blocks turned out to be an extension of Community Development Blocks with some extra investment for the tribal areas. This increase in investment in Tribal

Development Blocks did not really reach the tribal families for which these programmes were meant. In many cases the benefits of these investments were actually reaped by the non-tribals living in those areas.

#### Tribal Development Agencies

9.3 It was felt that the tribal development block was too small a unit for planning and execution of long term developmental programmes for tribal areas. A new strategy was, therefore, evolved for the development of tribal areas. In pursuance of it, 6 pilot projects for tribal development, known as Tribal Development Agencies were started at the fag end of the Fourth Plan. Two additional pilot projects were sanctioned during the beginning of the Fifth Plan. These projects were located at selected sensitive backward tribal areas in the 4 States given below:—

- |                   |                              |
|-------------------|------------------------------|
| 1. Andhra Pradesh | 1. Srikakulam                |
| 2. Bihar          | 2. Singhbhum                 |
| 3. Madhya Pradesh | 3. Bastar I (Dantewada)      |
|                   | 4. Bastar II (Konta)         |
| 4. Orissa         | 5. Ganjam<br>(Parlakhemundi) |
|                   | 6. Koraput                   |
|                   | 7. Keonjhar                  |
|                   | 8. Phulbani                  |

Each of these projects was intended to cover about 10,000 tribal families or 50,000 tribal population. A special feature of these projects was that a special agency was constituted to administer these projects and the total developmental outlays were placed at its disposal. The details of these projects have already been given in the previous report.

#### Sub-Plans

9.4 Increased investments made in the Tribal Development Blocks did not help the tribes much because of improper planning and defective implementation of the programmes. The special programmes for their welfare and development had only a limited impact on them. The programmes were rigid and followed a uniform pattern although varied conditions demanded special approaches to their problems and different plans for solving them. The areas of the tribal development blocks were delineated without any rational and scientific basis. This led to a review of these programmes on the eve of the Fifth Five Year Plan formulation. Keeping in view these facts a special policy frame for development of tribal areas in the form of sub-plans was decided upon. The

sub-plans to be prepared for the tribal areas for the Fifth Five Year Plan were to focus attention on the specific problems of each identifiable tribal group and area so that a definite perspective could emerge for the development of the group/area. Broadly speaking, the situation in regions of tribal concentration and in areas of dispersed tribal population are quite distinct and require different approaches. In the regions of tribal concentration, area development approach had to be adopted, keeping focus on the problems of the tribal people. A sub-plan had to be drawn up for these areas presenting an integrated view of their problems, the broad objectives and strategies, an outline of the various programmes, physical inputs, financial outlays, legislative and administrative frame. For this purpose, all activities of Government and semi-Government organisations, financing and credit institutions and special sectoral programmes were to be fully integrated in the sub-plans which were to present a total picture of the region. As a matter of fact, an integrated programme for the development of the tribal areas should encompass a total effort combining not only all the plan resources but should also include non-plan resources pooled together in a total perspective.

9.5 These sub-plans were also to include special programmes for extremely backward, isolated small groups facing problem of their very survival as a special category both within the areas of tribal concentration and outside.

9.6 The conference of State Ministers incharge of Backward Classes held in April, 1975 applied itself to the formulation and implementation of programmes for the tribal development and adopted a time-bound programme for their development. Under this top priority was to be given for elimination of exploitation of the tribal people. The review of the excise policy, forest policy, programmes of land alienation, indebtedness, debt redemption, removal of bonded labour, evolving a cooperative structure for marketing and financing for these people were recommended to be included as an integral part of the new developmental effort for the tribal areas under this time-bound programme. The inclusion of some of these programmes under the 20-Point Economic Programme of the Prime Minister gave it a further fillip.

9.7 By 1975-76, sub-plans for tribal areas were prepared and submitted by 13 State Governments, viz., *Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Karnataka, Manipur, West Bengal, Kerala, Orissa, Rajasthan, and Tripura.* These sub-plans were discussed in the Planning Commission alongwith annual plans for the year 1976-77 and were found to be wanting in details with special reference to the benefits expected to accrue to the tribal population, quantification of financial contributions from the various sectors and phasing out of physical targets, giving achievements attained so far in various programmes. The programmes included in the sub-plans also needed to be revised with reference to the new set of priorities and the time table suggested

by the Conference of State Ministers incharge of Backward Classes Welfare held at New Delhi. The sub-plans were returned to the State Governments concerned for doing the needful. The third year of the Fifth Five Year Plan has commenced but the sub-plans are still to be finalised. **As already recommended in the earlier Reports it is reiterated that immediate steps should be taken by the Central and State Governments to finalise the Sub-Plans so that clear directions could be given to the authorities concerned with the development of the tribal population.**

### Integrated Tribal Development Projects

9.8 The guidelines of the Planning Commission for the preparation of sub-plans envisaged concurrent action in relation to the formulation of the sub-plans and preparation of Integrated Tribal Development Projects which are the implementing agencies of the sub-plans. It is expected that a total number of 122 Integrated Tribal Development Projects will be prepared in the States concerned. It was also expected that the Integrated Tribal Development Projects covering the entire sub-plan areas would have been prepared by all the State Governments by the end of 1975-76. However, according to the available information only 20 Integrated Tribal Development Projects have so far been submitted by the State Governments concerned to the Ministry of Home Affairs. The total number of Integrated Tribal Development Projects proposed to be started in each of the States concerned as well as the number and names of Integrated Tribal Development Projects so far submitted by the State Governments are given in the table below:

State	Total number of ITDPs proposed	ITDPs already submitted
Madhya Pradesh	31	(i) Bijapur
Orissa	19	(ii) Bonai (iii) Kaptipada
Maharashtra	15	—
Bihar	13	(iv) Khunti (v) Chakradharpur (vi) Simdega
West Bengal	12	(vii) Binpur
Gujarat	9	(viii) Barauch (ix) Panchmahal
Andhra Pradesh	7	(x) Khammam (xi) Adilabad (xii) Visakhapatnam
Assam	7	—
Rajasthan	4	(xiii) Banswada (xiv) Dungarpur (xv) Udaipur (xvi) Chittorgarh
Uttar Pradesh	2	(xvii) Lakimpur
Manipur	2	(xviii) Shinghat (xix) Thalon
Kerala	1	(xx) Attapadddy
<b>TOTAL</b>	<b>122</b>	<b>20</b>

The State-wise names of the proposed projects are given at Appendix XIV. It is understood that the Governments of *Andhra Pradesh* and *Bihar* have agreed to submit all their projects very shortly. The Government of *Gujarat* have agreed to submit their projects by the end of June, 1976. The Government of *Maharashtra* propose to submit all their projects within 4 to 6 months. The Government of *Madhya Pradesh* propose to submit all their projects by the end of 1976. The Governments of *Assam* and *Orissa* have been requested by the Central Government to submit all their projects within the next six months. The Government of *West Bengal* propose to complete the preparation of the projects by June, 1976. It would thus be seen from the above analysis that the pace of project formulation is rather very slow. The States concerned were, therefore, allowed to take up such priority programmes as would find place in any scheme of development of these areas as a part of advance action. The items allowed under this scheme were (i) debt redemption; (ii) restructuring of credit-cum-marketing organisation; (iii) preparation and up-dating of land records; (iv) minor irrigation programmes; (v) plantation schemes and agriculture development programmes; (vi) preparation of projects; (vii) restructuring of administrative Organisation. It is, therefore, desirable that the State Governments concerned should take urgent action to expedite the formulation of their projects, keeping in view the above priorities, according to the time schedule agreed by them.

9.9 It is also learnt that in many cases the projects already submitted tend to be merely mechanical collection of sectoral programmes. Even in those cases where an attempt is made to identify the problems the programmes as finally presented do not have much relationship with the pressing problems of the areas concerned.

9.10 It has been observed from the various Integrated Tribal Development Projects submitted by the State Governments concerned that some of these are over-ambitious and have been formulated without taking into consideration the actual availability of resources from various sectors. For example, the outlays proposed for the Integrated Tribal Development Projects Khammam and Adilabad (*Andhra Pradesh*) were of the order of Rs. 15.78 crores and Rs. 27.50 crores respectively. Against this, the total resources available for all the 7 Projects in the Sub-Plan area were of the order of Rs. 34 crores from the State Sector and Rs. 7 crores as Special Central Assistance. Even if the institutional finance and some central sector ongoing schemes are taken into consideration the total available resources for all the projects may not exceed Rs. 45 crores. Obviously, the proposed outlays of about Rs. 43 crores (Rs. 16+27) for the two Integrated Tribal Development Projects mentioned above were on the high side. The State Government have, therefore, been asked to re-draw the programmes in each of the two projects keeping in view the available resources. **It is recommended that while formulating projects, the State Governments should ensure that these are not over-ambitious and**

**should propose the outlays according to the resources available from sectors to avoid delay later in revising the projects. It is also desirable that the resources available from various sectors as well as the special central assistance should be clearly spelled out before formulating the projects.**

9.11 It is agreed by the Central as well as State Governments that the prevention of exploitation of the tribals has to be given a high priority in the formulation of various Integrated Tribal Development Projects. To free the tribal from the clutches of money-lender on a permanent basis, the entire sub-plan areas in all the States concerned should be covered by the new credit-cum-marketing structure, as recommended by the Bawa Committee. However, the details in relation to the total investment in terms of financial resources, manpower requirements etc. for this programmes still remain to be worked out in most of the States. One of the essential elements of the new credit arrangement is the provision of consumption credit. Unless consumption credit and credit for social purposes is provided as a part of the total credit package to the tribal, it will be impossible to free him from the money-lender. The source of financing of consumption credit has not been identified yet. This credit has to be provided through the cooperative structure and should form an integral part of the normal credit flow. It is learnt that a steering committee had been set up by the Government of India in pursuance of the decision of the State Ministers' Conference for guiding the switch over from the traditional structure to the new structure of a unified credit-cum-marketing Organisation. It is understood that the progress so far made has been slow and a number of important issues have not so far been sorted out. It was agreed at the State Chief Secretaries Conference held in February 1976 that the Steering Committee should be reorganised, with Secretary, Rural Development as the Chairman and it may have representatives of 2 States also. It was decided at the Conference that the Committee should complete its work within three months. It is hoped that the Committee will complete its assignment within the stipulated period.

9.12 Another programme which needs to be given a high priority in the Integrated Tribal Development Projects is the abolition of bonded labour. It is desirable that the State Governments concerned should pay special attention to this programme while preparing Integrated Tribal Development Projects and should propose specific outlays for the programme.

#### Special Central Assistance

9.13 The Central Government provided Rs. 20 crores as special Central Assistance to the States concerned during the year 1975-76. It is expected that this assistance would be during the year 1976-77. Three factors have been taken into consideration for determining the size of this assistance, viz., (i) the size of the tribal population covered in the sub-plan area; (ii) the Geographical extent of the sub-plan area and (iii) the groups per capita domestic product of the State concerned. These principles have been worked out by the Planning Commission in consultation with the Ministry of Home Affairs. It is, however, understood

that they are yet to be formally adopted by the Government of India. The provisional authorisation of the Special Central Assistance to the States for the year 1976-77 has been worked out on the basis of the progress in the preparation of Integrated Tribal Development Projects. Those Integrated Tribal Development Projects which have been submitted to the Government of India will be released special assistance in accordance with their full eligibility. In those areas, where the Integrated Tribal Development Projects have not been prepared so far, Central Assistance at the rate of 50% of the maximum eligibility only will be released and it will be limited to programmes included under advance action. According to the available information, some States have been able to utilise the Special Assistance profitably for the year 1975-76. Many other States like Madhya

Pradesh, Bihar, Himachal Pradesh and Assam have not made much progress. It is understood that there were some initial difficulties in setting procedure. making budgetary provision, identification of programmes etc. Particularly the smaller programmes which are of direct relevance to the tribals and are of a shorter gestation period are not ready, with the result that there is a preference for bigger programmes. It is desirable that greater attention should be given to smaller programmes with short gestation period. It has also been observed that the sub-plans are being treated merely as aggregates of certain schemes and the special Central Assistance is broken up, according to the traditional pattern. In this approach the main problems of the tribal areas may remain unattended and the impact of the sizable investments may not be felt adequately and the effort is likely to be frittered away.



## CHAPTER 10

### SCHEDULED AND TRIBAL AREAS

[Articles 19(5), 244, 275, 339 and Fifth and Sixth Schedules]

#### SCHEDULED AREAS

In accordance with the provisions of the Fifth Schedule to the Constitution, the Scheduled Areas were declared in the States of *Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and Rajasthan*.

10.2 It was suggested in the last Report that the Government of India should decide the matter of declaration of Scheduled Areas in Himachal Pradesh at an early date. The President has declared on 21st November, 1975 the undermentioned areas as Scheduled Areas within the State of Himachal Pradesh:—

1. Lahaul and Spiti District.
2. Kinnaur District.

3. Pangi Tehsil and Bharmour Sub-Tehsil in Chamba District.

#### Reports by the Governors to the President on the Administration of Scheduled Areas

10.3 In accordance with the para 3 of the Fifth Schedule to the Constitution, the Governor in each State having Scheduled Areas is required to submit a Report to the President regarding the administration of the Scheduled Areas in that State. Such reports are required to be submitted by the 31st October of every year. The table below indicates information about the receipt in the Ministry of Home Affairs of the Reports of the Governors on administration of Scheduled Areas for the years 1972-73 to 1974-75. :—

State	1972-73		1973-74		1974-75	
	Due date	Date of receipt	Due date	Date of receipt	Due date	Date of receipt
1	2	3	4	5	6	7
Andhra Pradesh . . . . .	31-10-73	9-1-75	31-10-74	N.A.	31-10-75	Awaited
Bihar . . . . .	31-10-73	28-8-74	31-10-74	N.A.	31-10-75	5-12-75
Gujarat . . . . .	31-10-73	15-1-74	31-10-74	14-4-75	31-10-75	24-5-76
Maharashtra . . . . .	31-10-73	Awaited	31-10-74	Awaited	31-10-75	Awaited
Madhya Pradesh . . . . .	31-10-73	20-12-73	31-10-74	16-6-75	31-10-75	11-5-76
Orissa . . . . .	31-10-73	5-6-75	31-10-74	5-6-75	31-10-75	26-5-76
Rajasthan . . . . .	31-10-73	5-4-74	31-10-74	3-4-75	31-10-75	31-5-76

It would be seen from the above that no Report for the last three years has been submitted in respect of the Scheduled Areas of *Maharashtra*. The Reports for 1973-74 were due from *Andhra Pradesh* and *Bihar*.

10.4 Some of the State Governments do not endorse copies of the Governor's Report to this office as and when they submit the same to the Ministry of Home Affairs. Based on the information\* contained in the Reports received from the various States in this office, a brief review of the position regarding allotment of land, working of the measures undertaken to check alienation of tribal lands and save the tribals from exploitation at the hands of money-lenders etc. is given in the following paragraphs.

#### Allotment of land

10.5 In *Gujarat*, persons belonging to Scheduled Tribes were given waste land on priority basis and

without charging any occupancy prices for agricultural purposes. Between 1960-61 and 1972-73, 3,53,141 acres of land was distributed among 63,899 Scheduled Tribe persons. From 1st April, 1970 to 31st March, 1971, 45,426 hectares of forest land was allotted to 4,567 Scheduled Tribe families in the forest areas of *Maharashtra*. In *Rajasthan*, during the year 1973-74, 5,956 families were allotted 11,311 acres of land in the Scheduled Areas. No information regarding allotment of land in the Scheduled Areas of *Madhya Pradesh* was given in the Governor's Report for 1973-74. However, it is felt that there was slow progress in respect of the work of survey, settlement, cadastral survey, etc. in the Scheduled Areas of the State. In *Andhra Pradesh*, during 1972-73, special staff had been appointed for assignment of waste lands at the disposal of the Government to the landless poor. It was also stated that most of the Scheduled Areas of the State were unsurveyed and unsettled and no authoritative data regarding the cultivated land available for assignment was available.

\*Governors Reports on the administration of Scheduled Areas relating to *Andhra Pradesh* (1972-73), *Gujarat* (1973-74), *Madhya Pradesh* (1973-74), *Maharashtra* (1970-71) and *Rajasthan* (1973-74).

## Land Alienation

10.6 No information regarding restoration of alienated tribal lands to the Scheduled Tribe persons was given in the Governor's Report of *Maharashtra* State for the year 1970-71, though the problem is understood to be there in some of the Scheduled Areas of Dhulia District. In *Andhra Pradesh*, during the year 1972-73, 2,590 cases were disposed of under the Land Transfer Regulation in the Scheduled Areas of the State. Governor's Report on the Administration of Scheduled Areas in *Madhya Pradesh* for the year 1973-74 did not indicate any information about the restoration of tribal lands. The Government of *Gujarat* had put a ban on the transfer of tribal lands in the Scheduled Areas, without prior approval of the concerned District Collector and in case of transfer in contravention of Section 73(A) of the Land Revenue Code, action could be taken under Section 79(A) by evicting the transferee from the transferred land and restoring the land to the transferer. However, no information was given in the Governor's Report for the year 1973-74 about the number of cases registered and extent of tribal land restored. In *Rajasthan*, during the year 1973-74, 212 cases were pending under the Rajasthan Tenancy Act with regard to alienation of tribal lands out of which only 79 cases were disposed of till 1973-74.

## Indebtedness

10.7 As per information given in the Governor's Report of *Rajasthan* in 1973-74, a system known as 'Sagri' system was prevailing in the Scheduled Areas of *Rajasthan*. The persons belonging to Scheduled Tribes were employed against the loans taken by them. The State Government reported that Sagri System was abolished in 1961 and no cases were registered under it during 1973-74. In *Andhra Pradesh*, during the year 1972-73, 1,640 cases were disposed of under the Andhra Pradesh (Scheduled Areas) Money-lenders Regulation and the A.P. Debt Relief Regulation. The Report of the Governors in respect of *Gujarat* and *Madhya Pradesh* for the year 1973-74 did not contain any information about the problem of indebtedness in the Scheduled Areas of their State.

## Tribes Advisory Councils

10.8 As laid down in para 4 of the Fifth Schedule to the Constitution, there shall be established in each State having Scheduled Areas therein and if the President so desires also in any State having Scheduled Tribes but no Scheduled Areas therein, a Tribes Advisory Council consisting of not more than 20 members, of whom as nearly as possible, three-fourths shall be the representatives of the Scheduled Tribes in the Legislative Assembly of the State. It was also laid down that if the number of representatives of the Scheduled Tribes in the Legislative Assembly of the State was less than the number of seats in the Tribes Advisory Council to be filled by such representatives, the remaining seats were to be filled by the other members of those tribes. In accordance with these provisions Tribes Advisory Councils were set up in all the States having Scheduled Areas. Such Councils were

also set up in *Tamil Nadu* and *West Bengal* where there were no Scheduled Areas but there were Scheduled Tribes. The Government of *Uttar Pradesh* has also recently set up a Tribes Advisory Council to review the progress of Tribal Welfare Programme in *Uttar Pradesh* in general and advise on such matters pertaining to the welfare of the Scheduled Tribes as may be referred to it by the Governor. The important points discussed by the Tribes Advisory Councils in the States of *Andhra Pradesh*, *Bihar*, *Gujarat*, *Madhya Pradesh*, *Orissa*, *Rajasthan*, *Tamil Nadu* and *West Bengal* may be seen at Appendix XV.

## Tribal Areas

10.9 The Tribal Areas in the States of *Assam*, *Meghalaya* and the Union Territory of *Mizoram* are administered subject to the provisions of the Sixth Schedule to the Constitution. The Tribal Areas are divided into 8 such districts namely, North Cachar Hills District and the Mikir Hills District in *Assam*, the United Khasi Jaintia Hills District, Jowai District and the Garo Hills Districts in *Meghalaya* and the Chakma District, Lakher District and the Pawi District in *Mizoram*. Each autonomous district has a District Council which is vested with certain administrative, legislative and judicial powers. Available information regarding the functioning of the four District Councils viz. Mikir Hills District Council and North Cachar Hills District Council of *Assam*, and Garo Hills District Council and Khasi and Jaintia Hills District of *Meghalaya* councils, is given in the following paragraphs.

## Tribal Areas in Assam

10.10 The Mikir Hills and North Cachar Hills District Councils were constituted in 1952. The Councils consist of 24 members, 20 of whom are elected on the basis of adult suffrage and 4 are nominated by the Governor. The District Councils function through their executive, legislative and judicial branches and each of these have specific powers and functions to perform. The Executive Committees have powers to establish, construct or manage primary schools, dispensaries, markets, cattle ponds and maintain ferries, fisheries, roads and waterways within their respective jurisdiction. They have also powers to prescribe the language and manner in which primary education may be imparted. The Mikir Hills District Council have passed and enacted a number of Acts, Rules and Regulations which have opened up new sources of revenue. A total number of 58 Acts, Rules and Regulations were passed and enacted by the Mikir Hills District Council. The North Cachar Hills autonomous District (Administration of Justices) Rules, 1955 provides for the Constitution of three types of Courts viz., Village Courts, the Subordinate District Council Courts and the District Council Court. The Mikir Hills District Council has not so far exercised any judicial powers, as it was felt by them that the exercise of these powers entailed heavy expenditure which could not be met from the regular budget of the Council. Besides, the existing system of district level judiciary under the administrative control of the Deputy Commissioner was found to be

quite satisfactory. At the village level, the traditional councils of the village elders settled village disputes. The District Councils of the Autonomous Districts of Mikir and North Cachar Hills were examining the question of enforcement of the Ceiling Act in their districts. However, the District Councils had enacted Forest\* Laws. The District Councils had taken up the work of preparation/correction of Tenants Record of Rights in the Plain Areas of their respective districts. Available information regarding the expenditure incurred by the two districts councils of *Assam* is given in the two statements at Appendix XVI.

### **Tribal Areas of Meghalaya**

10.11 The Garo Hills District occupies the western part of *Meghalaya*. Its headquarter is at Tura with an area of 8,084 sq. kms. with a population of 406,515 as per 1971 census, out of which the population of Scheduled Castes was 2,001 and that of Scheduled Tribes 3,25,872. Khasi and Jaintia Hills District became a full-fledged district on 22nd February, 1972. Both the District Councils have the powers to make laws in respect of all the areas within their territorial jurisdiction on matters such as, the allotment, occupation, use or the setting apart of land other than any land which is a State Reserved Forest for agricultural, grazing, residential or other non-agricultural purposes likely to promote the interests of the inhabitants of any village or town, the use of any canal water course for the purpose of agriculture, the establishment of village councils and their powers; the administration of justice, marriage, social customs and control of money lending and trade by non-tribals. The District councils are empowered to construct or manage primary schools, dispensaries, markets, cattle ponds, ferries, fisheries, roads and waterways etc. The overall administration of the Garo District Council vests in the executive member who is elected by the members of the District Council and assisted by 2 executive members and two Deputy Executive Mem-

bers. The Garo Hills District Council has enacted 47 Acts and Regulations. The Jaintia Hills Autonomous District Council has enacted 9 Acts and Regulations. The Jaintia Hills Autonomous District Council has provided for the constitution of 3 classes of Courts, viz., Village Courts, Subordinate District Council Court and Additional Subordinate District Council Courts and District Council Court. The Garo Hills District Council has also established village Courts, Subordinate District Council Courts and District Council Court.

10.12 Available information regarding expenditure incurred on the developmental activities by the Garo Hills District Court and Khasi and Jaintia Hills District Council may be seen in Statements I and II at Appendix XVII.

### **HILL AREAS**

10.13 Under Article 371(B) and 371(C) of the Constitution there is a special provision with respect to the States of *Assam* and *Manipur* respectively for constituting a committee of the Legislative Assembly of the State consisting of members elected from the tribal areas in the State of *Assam* and from the hill areas in *Manipur*. The President is empowered to issue order for the constitution and functions of these two committees.

10.14 Under clause (2) of Article 371(C), the Governor is also required to submit annually, or whenever so required by the President, a report to the President regarding the administration of the Hill Areas in the State of *Manipur* and the executive power of the Union shall extend to the giving of directions to the State as to the administration of the said areas. The expression "Hill Areas" means such areas as the President may, by order, declare to be Hill Areas.

10.15 However, no details are available about the constitution of committees referred to above and their actual working.

\*1. The Mikir Hills District (Forest) Act, 1957.

2. The North Cachar Hills (Adoption of Assam Forest Regulation and Rules), 1953.

## CHAPTER 11

### LAND, AGRICULTURE AND FORESTS

#### Agricultural land ceilings

11.1 The success of the land distribution programme for the weaker sections would be judged by the allotment of surplus lands to the Scheduled Castes and Scheduled Tribes, actual possessions of these lands by them and making them available necessary financial and other support for land development, inputs, etc. so that they can cultivate the land and derive full benefits. The Government of India had issued guidelines on ceilings on agricultural holdings in 1972 which were based on the recommendations made by the Chief Ministers' Conference held that year. In the guidelines it was laid down that while distributing surplus land, priority should be given to the landless agricultural workers, particularly those belonging to the Scheduled Castes and Scheduled Tribes. Appendix XVIII gives information regarding the ceiling of land fixed for a family of five in the various States.

11.2 Inequality in rural areas in our country is mainly a question of land ownership. "Most of the land is owned by a rural elite, hopelessly outnumbered by agricultural labourers. Between these two classes exist tenancy relations of the most unsatisfactory kind." The emphasis in the 20-Point Economic Programme of the Prime Minister for the implementation of the revised ceiling laws and speedier distribution of surplus land indicates the vital importance of land reforms in the overall scheme of economic development of the country, particularly the Scheduled Castes and Scheduled Tribes. In pursuance of the national policy, the State Governments have further lowered down the ceilings of agricultural land and steps are being taken for its distribution to be completed by the end of June 1976. However, the laws of *Jammu & Kashmir*, *Karnataka* and *Tamil Nadu* have some deviations from the guidelines. The Union Territories of *Arunachal Pradesh*, *Mizoram* and the States of *Nagaland* and *Meghalaya* do not have land ceiling laws at the moment as the land is communally held in these areas. In *Lakshadweep*, no land holder holds land beyond the ceilings suggested in the national guidelines.

#### Distribution of surplus land under the amended land ceilings

11.3 It has also been suggested that the surplus land should be distributed first to the Scheduled Castes/Tribes and then to other weaker sections, backward classes etc. and block level committees consisting of both officials and non-officials should be set up to supervise the work of allotment of surplus lands. It will thus be seen that necessary statistics about the

allotment of agricultural land to the Scheduled Castes and Scheduled Tribes as a result of new agricultural land ceilings would be known after June 1976. The table† below, however, gives latest information regarding the extent of land allotted to the Scheduled Caste and Scheduled Tribe persons under the amended land ceiling laws :—

Sl. No.	State	Number of beneficiaries		
		Total	Scheduled Castes	Scheduled Tribes
1	2	3	4	5
1.	Assam	7,340	495	1,104
2.	Bihar	5,618	1,532	429
3.	Himachal Pradesh	288	..	Details not available
4.	Kerala	11,947	4,708	706
5.	Orissa	181	64	117
6.	Punjab	148	68	..
7.	Rajasthan	699	228	143
8.	Tamil Nadu	11,132	3,651	..
9.	Uttar Pradesh	..	298*	..
10.	West Bengal	13,562	4,415	115
TOTAL		56,915	15,489	6,667

\*The number of beneficiaries given relates to data available for an earlier period when the area distributed was 555 acres; which was reported to have been distributed among 298 persons belonging to Scheduled Castes and Scheduled Tribes (break-up not given) and 4 other persons.

It will be seen from the above table that 56,915 beneficiaries have been allotted land out of which 15,489 persons belong to Scheduled Castes and 6,667 belong to Scheduled Tribes. Whereas the Scheduled Caste persons have been allotted 14,023 acres, the Scheduled Tribes have been allotted 4,978 acres.

#### Distribution of surplus land under the old ceiling laws

11.4 The distribution of surplus land under the old ceiling laws has been going on from early fifties. It is observed that as most of the States have not maintained detailed account of the beneficiaries who were allotted surplus land, it is not possible to get a clear picture of the number of beneficiaries belonging to the Scheduled Castes and the Scheduled Tribes. The table

†Detailed information regarding number of returns filed, progress of their scrutiny, area distributed, etc., etc., may kindly be seen at Annexure XIX

below gives the available information regarding the surplus land distributed under the old ceiling laws:—

(Area in acres)

Sl. No.	State/Union Territory	Area distributed	Number of beneficiaries		
			Total	Scheduled Castes	Scheduled Tribes
1	2	3	4	5	6
1.	Assam .	73,125	48,646	2,917	3,252
2.	Bihar .	1,173	1,201	—	—
3.	Gujarat .	37,367	13,013	1,061	8,997
4.	Haryana (Pepsu Area)	1,04,047	31,737		6,917
5.	Himachal Pradesh		102		82
6.	Madhya Pradesh	25,750	4,571	983	1,617
7.	Maharashtra	1,10,412	16,053	2,268	1,864
8.	Punjab .	60,067	24,878	6,042	272
9.	Rajasthan .	69,029	7,740	2,341	904
10.	Tamil Nadu .	46,990	20,728	9,607	—
11.	Uttar Pradesh	1,08,855	—		26,868
12.	West Bengal*	5,87,000	8,14,804	2,81,489	1,72,401
13.	Delhi .	101	102	89	—

\*The information regarding the Scheduled Castes and the Scheduled Tribes is probably the total number of beneficiaries including those who received land under the revised ceiling laws.

#### Priorities for distribution of surplus land to Scheduled Castes and Scheduled Tribes under the revised ceiling laws

11.5 Appendix XX indicates the priorities laid down by the various State Governments for distribution of surplus land under the revised ceiling laws. It will be observed from this appendix that some State Governments have given a high priority for the distribution of surplus land to Scheduled Caste and Scheduled Tribe persons under the revised ceiling laws. For example, in *Bihar*, landless persons belonging to Scheduled Castes and Scheduled Tribes have been given first priority and persons belonging to these communities having not more than 1 acre of class III land or equivalent area have been given the second priority in the allotment of surplus land in a village. In *Haryana*, members of Scheduled Castes and in *Madhya Pradesh* both Scheduled Castes and Scheduled Tribes have been given the first priority in allotment of surplus land. In *Karnataka*, 50% of the surplus land has been reserved for assignment to Scheduled Castes and Scheduled Tribes. In *Kerala*, 43½% of the remaining surplus land after it has been assigned to 'Kudikidappukaran'† has been reserved for allotment to landless Scheduled Caste and Scheduled Tribe agricultural labourers. In *Orissa*, 70% of the

surplus land has been reserved for persons belonging to Scheduled Castes and Scheduled Tribes in proportion to their respective population in the villages in which the lands are situated. In other States like *Gujarat*, *Himachal Pradesh*, *Punjab*, *Rajasthan*, *Tamil Nadu*, *Uttar Pradesh* and *Maharashtra*, the Scheduled Caste and Scheduled Tribe persons have also been given specific priority in the allotment of surplus land. It is recommended that unless Scheduled Castes and Scheduled Tribes are given the highest priority in the allotment of surplus land, they are not likely to receive sizeable benefits from such a policy. The concerned State Governments should, therefore, examine this matter. It is also recommended that legal provisions for associating local persons particularly landless agricultural labourers, share-croppers as well as poor tenants and members of the Scheduled Castes and Scheduled Tribes in the process of allotment of surplus land, may be considered.

#### Suggestions regarding allotment of land to educational institutions in Uttar Pradesh

11.6 In the State of *Uttar Pradesh* it has been observed that landless agricultural workers belonging to Scheduled Castes and Scheduled Tribes have been given a very low priority in the allotment of surplus land. Second priority has been given for allotment of land to recognised educational institutions connected with instruction in agriculture, horticulture and animal husbandry. There is no doubt that this is a very laudable objective. However, as mentioned elsewhere in this Chapter, in the district of *Jaunpur* it was learnt that all the land which had been allotted to educational institutions was not being used for the intended purpose. It is suggested that the Government of *Uttar Pradesh* should find out how far the educational institutions have utilised or propose to utilise the land allotted to them. If it is found that the land is not being utilised for the purpose it was allotted, it should be resumed by the Government who may consider the desirability of allotting this land to landless agricultural labourers belonging to Scheduled Castes and Scheduled Tribes by suitable amendment to the existing law and the rules framed thereunder.

#### Payment of the purchase price by the assignee before the assignment documents are issued

11.7 In States like *Assam*, *Bihar*, *Gujarat*, *Haryana*, *Himachal Pradesh*, *Karnataka*, *Kerala*, *Madhya Pradesh*, *Tamil Nadu*, there is a provision which require payment by the allottee to the Government in lump sum or in annual instalments before the assignment documents are issued. In view of the very weak financial position of some of the assignees particularly members of the Scheduled Castes and Scheduled Tribes, it is observed that it is very difficult for them to arrange payments with the result that the actual possession of surplus land to them gets delayed. It is, therefore, recommended that such provisions in the law and the rules should be deleted and arrangements made to provide financial help to the assignees by way of loans from the State, Land Development Banks, etc., at least in the case of Scheduled Caste and

†'Kudikidappukaran' means a persons who had neither a homestead nor any land exceeding in extent three cents in any city or major municipality or five cents in any other municipality or ten cents in any panchayat area or township, the possession either as owner or as tenant, on which he could erect a homestead.

**Scheduled Tribe persons.** These assignees should also be exempted from payment of land revenue for the first three years.

#### **Gaon Sabha land**

11.8 It has been observed that considerable Gaon Sabha land is under illegal encroachment in many States and Union Territories. According to available information, a large number of beneficiaries in *Uttar Pradesh* could not be given the possession of the Gaon Sabha lands allotted to them. As against 4,25,569 allottees of 9,87,376 acres of Gaon Sabha land, only 3,94,741 allottees were given possession of 8,95,273 acres of Gaon Sabha land. In *Delhi* Union Territory 13,971 *bighas* of Gaon Sabha land was under illegal encroachment and was not immediately available for allotment. It is suggested that the Panchayat and Revenue Departments of the State Governments and Union Territories should take immediate steps to remove the encroachments on Gaon Sabha land and make it available for allotment to the landless persons. It is hoped that due care would be taken of the claims of Scheduled Castes and Scheduled Tribes while making allotment of such land.

11.9 There has been a serious set back in some States in the programme of allotment of land and implementation of land reforms as a result of relevant land laws being challenged in the courts. To overcome this lacuna some ceiling laws have again been included in the Ninth Schedule to the Constitution which will enable the State Governments to procure land for allotment expeditiously. However, several reports have been received from many States that the Scheduled Caste landless persons have been discriminated against in the distribution of *Nautor* and *Shamlat* land. In *Himachal Pradesh*, objections against the lease/allotment of land to Scheduled Castes had been filed in the Civil and Revenue Courts and such cases had been pending for more than 3 to 5 years. The Government of *Himachal Pradesh* and other States should endeavour to see that the objections to the allotment of land to the landless Scheduled Castes and Scheduled Tribes are contested in the courts of law so that these persons can be made owners of land in as short a time as possible.

#### **Study of land allotment to Scheduled Caste and Scheduled Tribe persons in Alwar District of Rajasthan State**

11.10 After the declaration of the Emergency, the work of distribution of land to landless and marginal cultivators picked up momentum in the second half of 1975. In the course of these special land allotment drives, all types of available land like that released through imposition of ceilings, waste land, Gaon Sabha land and land released through the removal of encroachers are being acquired for distribution by the State Governments. The administrative machinery are now strenuously engaged in the implementation of land reform measures on a time bound basis. In order to know as to how far the persons belonging to Scheduled Castes and Scheduled Tribes had benefited from the special campaign of land

allotment initiated by the Government of *Rajasthan* in the district of *Alwar*, a study was conducted by this office. A Study Team from this office was deputed to visit *Bahrod Tehsil* of *Alwar District* to make an on-the-spot enquiry. It was observed that 86,000 *bighas* of grass land was allotted to 25,644 persons in the 10 *Tehsils* of *Alwar district* out of whom 16,000 persons belonged to Scheduled Castes and Scheduled Tribes. In *Bahrod Tehsil* alone, more than 7,000 *bighas* of land was distributed to 2,700 beneficiaries out of whom 1,957 belonged to Scheduled Castes and Scheduled Tribes and were allotted 5,400 *bighas* of land. In terms of the acreage of land allotted and the number of beneficiaries, the Scheduled Castes and Scheduled Tribes formed 75.74 per cent and 70.77 per cent of the total, respectively. It was, however, observed that as this work was done within a short period, some irregularities were committed, some of which are indicated below:—

- (i) It appeared that the work of identification of beneficiaries was not done in a comprehensive manner and the claims of all landless Scheduled Caste persons were not taken into consideration for land allotment. For instance, 19 Scheduled Caste persons of *Rewali village*, 9 Scheduled Caste persons of *Revana*, 50 Scheduled Caste persons of *Bahrod*, 8 Scheduled Caste persons of *Mudilkheda* and several others were not taken into consideration.
- (ii) There were alleged to be many persons who were able to get the lands allotted in their names, though they were already owning land or were not eligible otherwise by virtue of their being in Government service. In all there were about 400 such cases.
- (iii) Though there was a provision of associating a Scheduled Caste person with the land Distribution Committee, in actual practice sufficient care could not be exercised with the result that this provision was not strictly adhered to. With reference to *Nimrana Panchayat Samity*, a Scheduled Caste person who was never expected to be in the town was coopted with the result that he did not attend even a single of the 30 meetings held for the allotment of land.
- (iv) There were many grievances about the quality of land allotted to Scheduled Caste persons, and it was found that at many places the lands allotted to the Scheduled Caste persons were extremely uneven and it was certainly difficult for the beneficiaries to make these culturable with the limited resources at their command. For instance, in *Zakhranakala* where 12 Scheduled Caste beneficiaries had refused to accept the land allotted to them, it was true that the land was extremely difficult to reclaim. In *Dughera village* also the land allotted to Scheduled Caste persons was of very poor quality whereas good quality land had been allotted to the persons belonging



to other categories. Similarly some Scheduled Caste allottees of the respective villages of Mandan, Ghiloth, Jalalpur, Khaparia and Telwad had grievances about the types of land allotted to them.

- (v) Adequate care was not taken to associate the actual beneficiaries with the land allotment. At many places they were not even aware as to which particular plots of land had been allotted in their names. For instance, in Dughera village it was not in the knowledge of some of the Scheduled Caste persons as to what particular plots had been allotted to them because no clear demarcation had been done of the distributed plots. The Scheduled Caste beneficiaries of Kankardhaja and Bhiteda villages complained about the difficulties in getting possession of the lands allotted in their names in spite of the despatch of police help to their villages.
- (vi) It also appeared that the procedure adopted for distribution of land was somewhat faulty. The members of the Land Distribution Committee decided the issue of land distribution arbitrarily. It would have been better if this issue could have been decided by the method of draw of lots and in the presence of all concerned.

The above mentioned observations were brought to the notice of the State Government for taking suitable action in the matter. The district authorities have indicated that the following action was being taken:—

- (a) Additional land was being allotted to such Scheduled Caste persons whose names could not be earlier taken into consideration.
- (b) Some lands were allotted earlier to the beneficiaries who had concealed facts and action was being taken to cancel all such land allotments.
- (c) Possession of allotted land had been given to the allottees and the futile attempts of the vested sections of the society were frustrated.

#### Study of land allotment in district of Jaunpur in Uttar Pradesh

11.11 It is understood that in *Uttar Pradesh* there was a wide gap between the number of cases in which notices were issued for the declaration of surplus lands and the number of cases disposed of finally. As against 41,696 cases in which notices were issued, only 15,430 cases had been finally disposed of till December 1975 and land measuring 1.30 lakh acres had been declared surplus. As per procedure laid down after the publication of surplus land, the prescribed authorities were required to issue *parvanas* for taking possession of land, and as per available information *parvanas* had been issued for taking possession of 78,503 acres of land, but actual possession of only 51,371 acres of land had been taken over by the Government.

11.12 A study was conducted by this Office in the district of Jaunpur in *Uttar Pradesh* where considerable Gaon Sabha land was allotted to landless agricultural workers to know the position regarding the benefit derived by Scheduled Castes in this special land allotment drive. The salient points that emerge from this study are as follows:—

#### A—District Jaunpur

- (1) There were 56,327 cases of encroachments on Gaon Sabha land involving 6,946 acres of land in 2,149 villages. Land measuring 4,020 acres had been got vacated from 29,273 encroachers in 1,343 villages.
- (2) An area of 877 acres of surplus land was available for settlement and 686 persons were allotted 514 acres of land. Out of them, 508 persons belonging to Scheduled Castes were allotted 397 acres of land.
- (3) The work of allotment of various types of land had been completed in 1,421 villages. 9,458 persons belonging to Scheduled Castes were allotted 4,543 acres of land and 3,614 persons belonging to other categories received 1,366 acres of land. 73.03% of the total land was allotted to Scheduled Castes. They formed 72.03% of the total number of beneficiaries.
- (4) It was a general grievance of the Scheduled Caste persons that considerable land had been allotted in the name of educational institutions, but the same was not being used for the purpose and continued to be cultivated unauthorisedly by the persons belonging to other communities.

#### B—Villages of (i) Rampur and (ii) Karmahi (Tehsil Jaunpur), (iii) Basnari and (iv) Tariari (Tehsil Kerakat), and (v) Sawayan and (vi) Mirzapur (Tehsil Shahganj)

- (i) Out of 57 members of Land Management Committees in six villages surveyed, 22 (38.59%) belonged to Scheduled Castes. In these villages, out of 110 acres of land allotted, 70 acres (63.63%) had been allotted to Scheduled Castes. Out of a total number of 258 beneficiaries 177 (68.60%) belonged to Scheduled Castes.

- (ii) It was observed that very small pieces of land were allotted to the Scheduled Caste persons as follows:—

(Distribution of land in acres)

Acreage of land	Number of beneficiaries
Below 0.10	3
Above 0.10 but below 0.20	33
Above 0.20 but below 0.30	43
Above 0.30 but below 0.40	10
Above 0.40 but below 0.50	41
Above 0.50 but below 0.60	20
Above 0.60	27



- (iii) Many of the Scheduled Caste allottees of land of Karmahi village (Jaunpur Tehsil) stated that they had not received the actual possession of land allotted. There were more than 20 cases of unauthorised occupations on Gaon Sabha lands which had not been cleared. More than 50 Scheduled Caste allottees of Tariari village (Tehsil Kerakat) also complained that they had not been given possessions of the land allotted to them.
- (iv) Many of the Scheduled Caste persons of Basnari village (Tehsil Kerakat), Sawayan and Mirzapur (Tehsil Shahganj) and Karmahi (Tehsil Jaunpur) stated that they had been allotted uneven patches of land and their lands required investments to the extent it may not be possible for them to afford.
- (v) It was a general feeling amongst the Scheduled Caste beneficiaries that even the small plots of land were a boon to them. They considered that their exploitation on account of low rate of wages for working as *harwahas* would be checked to some extent. It was learnt that many Scheduled Caste landless agricultural labourers had obtained loans from landlords, as a result of which they were required to do labour work in the fields of their employers at very low rates of wages. However, it was feared by them that even now they may not be entirely free from this sort of exploitation because it would not be possible for them to eke out their subsistence from these small pieces of lands.
- (vi) There were many cases of indebtedness of Scheduled Caste landless agricultural labourers in the villages of Tariari (Tehsil Kerakat), Sawayan (Tehsil Shahganj) and Mirzapur (Tehsil Shahganj). The moneylenders and local traders had advanced loans to Scheduled Caste persons at rates of interest ranging from 36% onwards per annum.

#### **Scheme for financial assistance to the new assignees of surplus land**

11.13 The Government of India in the Department of Agriculture have sanctioned an amount of Rs. 25 crores for a Central Sector Plan scheme for financial assistance to the new assignees of surplus land to be made available due to the imposition of ceiling on agriculture holdings in the States and Union Territories during the Fifth Five Year Plan. This scheme has been evolved as it has been felt necessary that along with the distribution of surplus land, arrangements should be made for timely supply of inputs in adequate quantities and investment support wherever necessary for the development of land to enable the new assignees to take to efficient cultivation of the assigned land. This scheme has been very well thought out by the Government of India as the new assignees will be landless agricultural workers and the majority of them belong to the Scheduled Castes and Scheduled Tribes. The new owners of land will certainly gain in social as well as in economic status.

11.14 Considering the quality of land that may be allotted to them, the scheme formulated by the Government of India provides for land development and soil conservation through dry farming techniques. It is, therefore, envisaged in the scheme that a beginning may be made in the land development works like land levelling, land shaping, contour bunding, etc., and the assignees may be given short term assistance by way of grants estimated at Rs. 250 per hectare per season. This grant will be available for the first two crop seasons which, in most such cases, are likely to be two years. 50% of the amount proposed to be given by way of assistance for investment on land will be outright grant, the balance being loan recoverable from the assignees by the State Governments/Union Territory Administrations.

11.15 It has been estimated that the availability of surplus land in the whole country would be around 1.5 million hectares and that half of the surplus land will fall in districts that are covered by special programmes like the Small and Marginal Farmers and Agricultural Labourers Development Agencies, the Drought Prone Areas Programme, the Command Area Development Programmes, etc. In such cases the investment needs of the assignees of the surplus land will be met by the special agencies set up under these programmes.

#### **Urgent need for providing loans/grants to Scheduled Caste and Scheduled Tribe assignees by State, Land Development Banks, etc.**

11.16 As mentioned earlier, the Government of India Scheme of Rs. 25 crore provides for financial assistance for development of dry land allotted to the landless agricultural workers. **It is suggested that wherever possible the State Governments should supplement this scheme to make farming economically viable for the beneficiaries through provision of cheap credit and inputs by providing financial assistance by State and Land Development Banks depending upon the quality of land, in the following manner:—**

- (1) Wherever it is possible to dig irrigation wells and the water level is fairly high, grants/loans should be sanctioned by the State Governments to enable the assignees to bring the land under assured means of irrigation. For this purpose, the State Governments should chalk out a suitable scheme in consultation with the Land Development Banks for giving subsidy which may vary from area to area depending upon the cost of construction of an irrigation well.
- (2) Wherever dry land has been allotted and there are pastures in the vicinity of the village, the persons who have been allotted land should also be given loans for rearing milch cattle. This would assure to them a fixed monthly income.
- (3) Wherever there are no pasture lands available, the persons allotted land should be assisted to start poultry units and rearing

sheep and goats depending upon the potentialities of the area and the necessary infrastructure for marketing the products.

- (4) Suitable assistance by way of grants/loans may also be provided to the allottees for development of horticulture who may be given requisite guidance and necessary facilities in this regard.

### **Irrigation facilities**

11.17 The level of irrigation in tribal areas is very low. It is between one to two per cent although the potentiality of irrigation schemes in the tribal areas is very good. One of the points mentioned in the 20-point Economic Programme announced by the Prime Minister relates to additional irrigation potential of 5 million hectares. The Department of Irrigation of the Government of India, in consultation with the State Governments, has undertaken necessary steps for bringing more land under assured means of irrigation. It is, however, not known how much benefit will flow to the weaker sections of the community including the Scheduled Castes and Scheduled Tribes from these measures.

### **Irrigation Plans for hard core tribal areas**

11.18 The Central Water and Power Commission had last year prepared an irrigation plan for hard core tribal areas with a view to raising the level of irrigation in the tribal areas. Specific irrigation schemes in such areas were identified in consultation with the State Governments for implementation by the concerned States during the Fifth Five Year Plan period. Schemes were identified amounting to Rs. 27.41 crores for major and medium projects and Rs. 24.42 crores for minor projects. If this outlay is provided in the Fifth Plan period, it will be possible to raise the level of irrigation in the tribal areas to 7%. However, out of 40 medium schemes identified as priority projects in various States, only 3 projects have been included in the Fifth Five Year Plan in the States of *Assam*, *Madhya Pradesh* and *Orissa* at an estimated cost of Rs. 3.1 crores bringing 6.6 lakh hectares of land under cultivation.

### **Need for priority to irrigation schemes in tribal areas**

11.19 The important point for consideration in development of irrigation schemes in tribal areas is that "most of the tribal areas are in the upper reaches of the rivers and rights of the use of water are already being created in the lower reaches. By the time the tribal areas may be in a position to take advantage of water resources, bulk of it may have already been committed." It is, therefore, essential that adequate resources should be provided by the States under the Integrated Tribal Development Projects to avoid this eventuality. It is also necessary to prepare a shelf of irrigation projects by the States for execution which can be expedited by creating Survey Divisions to survey and prepare irrigation schemes for tribal areas.

### **Sub-Plan areas and minor irrigation schemes**

11.20 In the Sub-Plans of tribal areas of many States, a number of minor irrigation schemes have been included for implementation. On account of existence of a large number of perennial streams and rivers in the Sub-Plan areas it would be advantageous to locate therein minor irrigation schemes in large numbers which will be quick yielding and less capital intensive. Some of the Sub-Plan areas suffer from drought and construction of diversion weirs, reservoirs and cross-bunding *nallahs* will go a long way in ensuring against drought. **It is, therefore, necessary that a review of the total irrigation potential available should be made in respect of the flow irrigation, lift irrigation from surface water resources and the availability of ground water.** The Ministry of Home Affairs have already indicated to the State Governments under the advance action programme for implementation in Sub-Plan areas that minor irrigation schemes should be given high priority.

11.21 In the State of *Orissa* by the end of the Fourth Five Year Plan, 2,284 minor irrigation projects had been executed and about 2.39 lakh hectares of land was being irrigated. Out of this, in the tribal areas only 395 minor irrigation projects were located and only 55,000 hectares of land was brought under irrigation. In the draft Sub-Plan for tribal regions in this State, it has been proposed that the total outlay in the Sub-Plan should be of the order of Rs. 12.91 crores which would bring about 40 lakh hectares of land under irrigation. In *Madhya Pradesh*, most of the crops in the tribal areas are grown under rainfed conditions. Irrigation has an added significance owing to the prevalence of drought prone areas in the tribal districts. At present only 2.09 lakh hectares (4 per cent) out of about 57 lakh hectares of land under crops, have irrigation facilities. In the Fifth Plan, it is expected that the irrigated area in the Sub-Plan areas will increase from the present 2.09 lakh hectares to about 2.73 lakh hectares by the end of the plan at an estimated cost of Rs. 22.85 crores.

11.22 Side by side with the survey, planning and execution of major and medium irrigation projects in the tribal areas, there is need for helping the tribals to undertake construction of dug-wells and assisting them to purchase oil engines for irrigating their fields. This programme has to be intensified not only from the funds available in the integrated Tribal Development Projects for the tribals living in the Sub-Plan areas, but also for tribals living outside the Sub-Plan areas under the Backward Classes sector and by utilising funds available with the Agriculture Department. For implementation of the minor irrigation schemes inside and outside the Sub-Plan areas, it is necessary that the help of financing institutions should be sought so that this problem can be tackled in a systematic and comprehensive manner. The Government of *Rajasthan* under the Backward Classes Sector gives grant to cover the interest charges on the loans advanced to the tribal cultivators by the nationalised banks for digging irrigation wells. It is suggested that depending upon the primitiveness of the

tribals, grant-in-aid should also be sanctioned for irrigation wells. No uniform formula should be made applicable for grant of subsidy and loans all over the State. The implementing authorities should be empowered to use their discretion to help the most backward tribes by giving them more subsidy instead of loans to enable them to raise their economic standard. There is also great scope of lift irrigation in tribal areas wherever for natural or other reasons the tribal cultivators cannot avail of other systems of irrigation like canals, dams and tanks. However, it is necessary that due care is exercised to ensure that benefits of these schemes are derived by the tribal cultivators.

#### **Agricultural research and improved methods of cultivation**

11.23 The Indian Council of Agriculture Research have formulated research projects involving an outlay of Rs. 6 crores to be located in the tribal areas during the Fifth Five Year Plan period. Instructions have also been issued by them to their field units as also to the Agriculture University to give priority for research to various crops of special significance to the tribal areas. Schemes have been formulated not only for research on crops and animal husbandry but also in the areas of soil, agronomy, national demonstration, operational research, sheep development, dairying and fisheries. It has also been proposed to set up several Krishi Vigyan Kendras in tribal areas. Sufficient progress has been made in respect of kendras at Kosbad in *Maharashtra*, Kuranur in *Tamil Nadu* and Midnapur in *West Bengal*. It is proposed to set up such Kendras in *Bihar* and *Madhya Pradesh* also. A Trainers' Training Programme in Krishi Vigyan for women is proposed to be started in *Nagaland*.

11.24 "One of the difficulties of the Department of Agriculture Research was in relation to attracting and retention of qualified personnel particularly in units located in the tribal areas." According to the new policy of the Indian Council of Agriculture Research service, every scientist may have to help for sometime during his/her career to solve the problems of neglected and tribal areas. Suitable incentives are also being worked out for this purpose.

#### **Enhanced reservation for Scheduled Tribe candidates in Agricultural Schools located in tribal areas**

11.25 It is very important to give training to local people in various agricultural schools established in the tribal areas. During the course of his tour in Panchmahals District in *Gujarat*, the Deputy Commissioner for Scheduled Castes and Scheduled Tribes visited an Agriculture School located at Dohad in the tribal areas. It was observed that out of a total number of 25 trainees admitted to the first year of the training course only 5 trainees belonged to Scheduled Tribes. It is understood that the Gujarat Agriculture University have 12 Agriculture Schools under it and 10% of the seats are reserved for Scheduled Caste and Scheduled Tribe trainees. It is suggested that in so far as the Agricultural Schools in the tribal areas are concerned the reservation should be at least 50% for

the Scheduled Tribe candidates. A scheme should also be chalked out by the Department of Agriculture for giving training in various agricultural courses to the local tribal people with special reference to relevant skills needed in local agriculture polytechnics.

#### **Project for development of Rathwa tribals in Baroda district by Gujarat State Fertilizers Company Ltd., Baroda**

11.26 Some of the public undertakings engaged in the production of fertilizers and improved agricultural implements can play a useful role in propagating the use of scientific methods of cultivation by the tribals by taking up extension work in the tribal areas. In this connection it is worth mentioning the project for the development of Rathwa tribal farmers of Chhota Udaipur Taluka, Baroda District, taken by the Gujarat State Fertilizers Company Ltd., Baroda. The Company took up the project for convincing tribal cultivators about scientific farming through utilisation of package of practices and inputs like improved seeds, fertilizers, plant protection etc. to raise level of agricultural production and their prosperity. In *Kharif* season, the Project was undertaken on maize crop in about 124 acres on the fields of 85 Rathwa farmers in Mandalva village of Chhota Udaipur Taluka. During *Rabi* season, it was taken up with Jowar crop in about 87 acres of land belonging to 66 Rathwa farmers of the respective villages of Zoz, Mandalva and Vachhli Bhint of Chhota Udaipur Taluka. The farmers were provided with required quantities of fertilizers and seeds, free of cost. The response of tribal farmers was very encouraging and it was found that the cultivation operations and practices of adivasi farmers were better than the farmers from progressive areas, and the crop cultivation carried out by them was on scientific lines. The maize, both local and hybrid varieties and jowar, responded extremely well to fertilization and other package of practices. The average grain yield of hybrid and local maize increased by nearly 190 and 40% respectively giving additional income of about Rs. 480 and Rs. 93 per acre over the farmers own method of cultivation. The average yield of jowar in *Rabi* season was 590 Kg. per acre nearly 100 per cent more than local method giving net profit of Rs. 800 per acre to participating farmers. The project was proposed to be undertaken from 1974-75 to 1978-79, and the subsidy/aid will be gradually reduced. In the last year, the adivasi farmers would be required to meet the whole portion of the expenditure themselves. **The Gujarat State Fertilizers Company Ltd., Baroda deserve appreciation for having undertaken this useful project for the welfare of tribal farmers of Baroda District. It is hoped that other Fertilizer Undertakings in the country would also help in propagating scientific methods of cultivation in neglected tribal areas.**

#### **Bank finance to cover all Scheduled Caste tenants in a village in Pondicherry**

11.27 Another innovative scheme for agricultural development was taken up by the Administration of *Pondicherry* in village Thimmanayakenpalayam

to cover all the 57 tenant cultivators in this village by bank finance. In this village the poor Harijan farmers were being given loans by the moneylenders at rates of interest ranging from 24 to 130 per cent per annum. The Indian Overseas Bank advanced loans amounting to Rs. 10,000 to 57 Scheduled Caste farmers out of whom only 5 were owners of land. The Harijan cultivators were formed into 11 groups in a Group Guarantee Scheme to satisfy the norms laid down by the Bank. The special features of this scheme were as follows :

- (i) All the Harijan tenants in need of credit were advanced bank loans;
- (ii) The amount of loan to each tenant was adequate to meet 100% of the cost of cultivation;
- (iii) The loan was disbursed in cash and kind in 5 instalments (seeds, weeding expenses, fertilizer, pesticides and harvesting expenses) at the appropriate time;
- (iv) All the tenants applied chemical fertilizers and made use of pesticides in their farms which they were never able to do before;
- (v) Supply of fertilizer and pesticides was made at the farmers' door;
- (vi) Interest was charged by the bank at the rate of 4% per annum;
- (vii) Marketing guidance was provided to the tenants by the Planning Department.

It is reported that all the 57 Harijan tenants have repaid the bank loans after the sale of the produce. This experiment indicates that economic development of Scheduled Castes who are working as marginal cultivators and tenants can be brought about if necessary supply of credit and inputs in time is provided and guidance given to them by the field workers. Such projects as sponsored by the Indian overseas Bank should be emulated by other financial agencies to help the Scheduled Castes all over the country.

### Minimum Wages

11.28 The Prime Minister's 20-Point New Economic Programme is a historical water-shed in the socio-economic history of our country. The review of laws on minimum agriculture wages is one of the important items of the 20-Point Programme announced by the Prime Minister. The bulk of employment in agriculture falls in the State sphere and under the Minimum Wages Act, 1948 the State Governments have to fix and revise the minimum wages in various employments including agriculture. It is a well-known fact that wages in the agriculture sector are in many parts of the country very low and is a serious constraint on the modernisation of our agriculture. It is very happy to note that many State Governments have since revised the minimum wages for agricultural workers. Appendix XXI gives available information about the revision of minimum agriculture wages announced by the various State Governments.

11.29 Measures have also been taken to strengthen the machinery for implementation of the Act. Apart from the offices of the Labour Department, other Departments like Revenue, Agriculture, Co-operatives, Development, are also being utilized by some State Governments for more effective implementation of the minimum wages payable to the agriculture labour. The National Labour Institute has also undertaken the task of organising the agricultural workers and giving them leadership training. A number of camps have been organised in some States for this purpose. Ultimately, it would depend upon the organisational strength of the agricultural labourers to ensure that the minimum wages fixed are actually paid to them.

### Small Farmers Development Agencies and Marginal Farmers and Agricultural Labourers Development Agencies

11.30 The two schemes of Small Farmers Development Agencies and Marginal Farmers and Agricultural Labourers Development Agencies were introduced in the Fourth Plan period for creating employment and additional income in the rural areas for the benefit of weaker sections of the society. The farmers with land holdings between 1 to 3 hectares were included in the category of small farmers and marginal farmers were considered to be those whose land holdings were lower than the small farmers and generally a ceiling of 1 hectare of irrigated land was adopted for this purpose. Agricultural labourers were those having a homestead and drawing more than 50 per cent of their wage income from agriculture. Each Small Farmers Development Agency was expected to cover 50,000 farmers while each Marginal Farmers and Agricultural Labourers Development Agency was supposed to cover 10,000 marginal farmers and agricultural labourers. Initially the Small Farmers Development Agency programme was in operation in 46 selected areas and that of Marginal Farmers Agricultural Labourers Development Agency in 41 project areas. These agencies were expected to function as coordinators between participants, credit institutions, development departments and extension agencies. Suitable programmes for improving agricultural and subsidiary occupation were to be drawn up by the agencies.

11.31 According to available information in the draft Fifth Five Year Plan it was decided to rename all the Agencies as Small Farmers Development Agencies which would be of composite nature covering small farmers, marginal farmers and agricultural labourers. The number of such projects had been raised to 160 and the projects were to be started in Andhra Pradesh (15), Assam (4), Bihar (18), Gujarat (6), Haryana (3), Himachal Pradesh (3), Jammu & Kashmir (4), Kerala (4), Madhya Pradesh (12), Maharashtra (12), Manipur (1), Meghalaya (2), Karnataka (7), Nagaland (1), Orissa (7), Punjab (4), Rajasthan (5), Tamil Nadu (12), Tripura (1), Uttar Pradesh (26) and West Bengal (9), Union Territories and Reserves (5).

11.32 It was mentioned in the last Report that the Ministry of Agriculture and Irrigation had issued instructions to the State Governments/Union Territory Administrations to advise the agencies in their areas to adopt a positive approach to extend benefits of their schemes to the persons belonging to the Scheduled Castes and the Scheduled Tribes in the Fifth Plan and they had also revised the proforma to collect statistical information in respect of the Scheduled Castes and the Scheduled Tribes benefiting from these schemes.

11.33 According to information received from the Department of Rural Development, Ministry of Agriculture and Irrigation in the 29 on-going projects, 32.9% of the beneficiaries belonged to the Scheduled Castes and the Scheduled Tribes and 29.6% of the funds spent in these projects were utilised for the benefit of this category of beneficiaries. Details of the scheme-wise number of beneficiaries and expenditure incurred thereon, are given in the following statement:

Programmes	Number of beneficiaries	Funds spent (Rs. in lakhs)
1. Agriculture . . . . .	1,22,866	96.89
2. Minor Irrigation . . . . .	28,676	141.11
3. Animal Husbandry . . . . .	12,504	62.09
4. Marketing and Storage . . . . .	71	0.13
5. Rural Works and Rural artisans . . . . .	73,464	128.48
6. Total for Scheduled Castes and Scheduled Tribes	2,40,195	439.96
7. Total under the projects including Scheduled Castes, Scheduled Tribes and others . . . . .	7,29,193	1,488.35
8. Percentage of Col. 6 to Col. 7 . . . . .	32.9	29.6

It is suggested that complete information should be collected about the number of the Scheduled Caste and Scheduled Tribe beneficiaries and funds spend on them in respect of all the projects.

#### Land alienation

11.34 Most of the States now provide for the protection of the interests of the Scheduled Tribes in land. These provisions include a general prohibition on transfer of land from tribals to non-tribals and in some States for the restoration of land which had been transferred from the tribals to non-tribals in the past.

#### Kerala Scheduled Tribes (Restrictions on Transfer of Lands and Restoration of Alienated Lands) Act, 1975

11.35 During the year under report, the Kerala Scheduled Tribes (Restrictions on Transfer of Lands and Restoration of Alienated Lands) Act, 1975 was passed restricting the transfer of land by members of the Scheduled Tribes and for the restoration of possession of land alienated by such persons. The main provisions are as follows :—

According to this Act any transfer effected by a member of a Scheduled Tribe of immovable property possessed, enjoyed or owned by him on or after the commencement of this Act to a person other than a member of a Scheduled Tribe without the previous consent in writing of the competent authority shall be invalid. It is provided that any fraudulent transfer of immovable property by a member of the Scheduled Tribe to a person other than a member of the Scheduled Tribe effected on or after the first day of January, 1970 and before the commencement of the Act shall be deemed to be invalid. Any invalid transfer is liable to be cancelled and the transferer shall be entitled to the restoration of possession of such property. A person entitled to a restoration may make an application either orally or in writing for restoration of possession if such transfer has been made before the date of commencement of this Act, or for restoration of possession of such property and for the prosecution of the person who has procured such transfer if such transfers are made on or after the commencement of the Act. If the validity of any transfer of any property was called in question, the burden of proof on the validity shall lie on the person who claims such transfer to be valid. No deed of transfer of any immovable property executed in contravention of the provisions of this Act shall be accepted for registration. No right on any immovable property held by a member of a Scheduled Tribe is liable to be attached in execution of a money decree. There is a provision for payment of compensation for improvements effected during the illegal possession on restoration of the land to the member of the Scheduled Tribe. Any person who on or after the commencement of this Act procures transfer of any immovable property in contravention of the provisions of this Act shall be punishable with rigorous punishment upto a period of 1 year or with fine to the extent of Rs. 2,000 or with both. The law also provides that no civil court shall have jurisdiction to settle, decide or deal with any question or to determine any matter required to be dealt with by the competent authority or the Revenue Divisional Officer. The Kerala Land Reforms Act, 1964 also provides that no landholder shall be entitled to resume any land in the possession of a tenant who is a member of the Scheduled Castes or Scheduled Tribes.

11.36 As pointed out in 1973-74 Report, out of 40,000 families of tribals in Kerala only 2,561 own land. It was, therefore, suggested in that Report that steps should be taken for restoration of alienated lands to the tribals by reopening the cases in which land has been entered in the name of non-tribals and that the Limitation Act in its application to the State should be amended to extend the limit period to 30 years in respect of immovable property belonging to Scheduled Tribes. As would be seen from the above paragraph only cases of fraudulent transfer of immovable property by a member of the Scheduled Tribe to a person other than a member of the Scheduled Tribe effected on or after the first day of

January, 1970 and before the commencement of the Act will be deemed to be invalid. Thus, **this Act will only safeguard the interests of tribals in land transactions affected on or after the first day of January, 1970 and the large number of earlier cases in which land of the Scheduled Tribes has been alienated by the non-tribals will not be reopened.** In view of the position explained above, it is suggested that the old cases should also be brought under the purview of the Act by making suitable amendments.

#### **Tripura Land Revenue and Land Reforms Act, 1960**

11.37 In 1975, the Government of *Tripura* amended the Tripura Land Revenue and Land Reforms Act, 1960 to insert section 107(A) to 107(E) to safeguard the interests of the members of the Scheduled Tribes in respect of their land. The provision is as follows:—

Subject to the provisions regarding first option to purchase, any transfer of land by a person not belonging to the Scheduled Tribe within a village or tehsil shall be void unless such transfer is made in accordance with the provisions of this Act. If any person belonging to Scheduled Tribes intends to transfer his land situated within the villages scheduled in the Act, he shall file notices giving particulars in the prescribed form together with the process fee to the prescribed authority, for service thereof on all the co-sharers of such land and all the members of the Scheduled Tribes owning land adjoining to such land. If they intend to purchase the land, they may within one month apply to the authority to purchase the land, subject to the ceiling. Co-sharer will have preference over members of the Scheduled Tribe. If neither the co-sharer nor member of Scheduled Tribes makes an application within the time limit, the authority may select a landless member of the Scheduled Tribe who lives in a village or tehsil where the land is situated and who is ready to purchase the land. If the selected member of the Scheduled Tribe is not in a position to purchase the land immediately, the State Government may purchase the land and subsequently transfer it to him on payment of consideration money. If any transfer in the scheduled villages or tehsils takes place in contravention of the above provisions, any Revenue Official especially appointed, may, on his motion or an application made in this behalf, by a written order eject the transferee or any other person claiming under him, from such land and take possession of the land. Such land shall vest in the Government.

#### **Constitution of 'Adivasi Cells' for collection of information about illegal transfers and restoration of alienated lands**

11.38 In order to facilitate collection of information about illegal sales of transfers of the lands of the tribals, the Government of *Maharashtra* have

set up "Adivasi Cells" in all the Tehsil and District offices where social workers and others interested in solving land problems of tribals can give information about illegal transfers. The Collectors of the Districts having population of the tribals have also been asked to ensure that a programme for restoration of lands of Adivasis was chalked out and implemented vigorously in these areas and monthly progress reports forwarded to the State Governments.

#### **Alienated lands restored to tribals**

11.39 In *Orissa* special efforts were made to restore the alienated lands of tribals in Koraput District under the Orissa Scheduled Areas Transfer of Immovable Property Regulation, 1956. 4,213 cases were filed during 1973 and 3,125 cases during 1974 out of which 3,493 cases had been disposed of and land measuring 1,982 acres had been restored to 1,142 Scheduled Tribe persons.

11.40 In *West Bengal*, a Committee has been set up to review the existing laws on prevention of alienation of lands of the tribal people and to suggest suitable measures for amendment of the existing law. The State Government was considering imposition of a total ban on transfer of lands of the tribals to the non-tribals. In *Bihar*, the State Government was giving legal aid to the Adivasis for contesting cases arising out of land alienation. As per information available, under their drive for restoration of lands to the Adivasis, 12,000 acres of land had been restored to the Scheduled Tribe persons.

#### **Transfer of land from Scheduled Castes to non-Scheduled Castes and from Scheduled Tribes to non-Scheduled Tribes in Rajasthan notified as against public policy not to be registered**

11.41 The *Rajasthan* Government issued the Rajasthan Registration (Adoption Amendment) Ordinance, 1975 under which any document which was notified against public policy was not to be accepted for registration by Registrar/Sub-Registrar. A notification has been issued under the Ordinance that transfer of agricultural holdings from Scheduled Caste persons to non-Scheduled Caste persons or from Scheduled Tribe persons to non-Scheduled Tribe persons was against the public policy. This step would ensure that a person would not be able to get land registered in his name if he has purchased the same from a person belonging to a Scheduled Caste or a Scheduled Tribe. Earlier, Registration Officers were duty bound to register such documents. A detailed survey of transfer of land was being made and the Government was to resume the lands so transferred and re-allot to the members of the Scheduled Castes and Scheduled Tribes as the case may be,



### Recommendations made by State Ministers' Conference

11.42 This problem was reviewed by the last State Ministers' Conference and it was resolved that:—

- “(a) Legislation for prevention of land alienation should be undertaken immediately, if such a legislation does not exist in a State. Where such legislations are already there, a review should be done to find the loopholes for rectification. This work should be done as early as possible and in any case within a period of 6 months. What is more important is the implementation of the legislative measures for prevention of land alienation and restoration of alienated land. A crash programme for effectively implementing these laws within two years may be prepared in each State clearly setting targets for each year which should be periodically reviewed.
- (b) In case of acquisition of land for public purposes, there should be a simultaneous programme for comprehensive rehabilitation as a part of the project itself.”

11.43 In spite of the fact that there are special provisions in the States for protecting the tribal lands, land alienation is still taking place. Continuous vigilance on the part of the State authorities is required to put a stop to this practice and at the same time take necessary steps for the restoration of alienated lands to the tribals.

### Land tenure system in Akkalkuwa taluka, Dhulia District, Maharashtra and conferring ownership rights on tribal cultivators

11.44 Akkalkuwa taluka of Dhulia district forms part of the Scheduled areas of Maharashtra State and, according to 1971 Census, consisted of 173 villages with a population of 78,707. Of these, 66,551 (84.43%) belonged to Scheduled Tribes. This taluka lies on the border of Maharashtra adjacent to Gujarat. It was formed in 1950 by the merger of six petty Mehwasli estates. Under the Bombay Reorganisation Act of 1960, 37 villages from Akkalkuwa taluka were transferred to Gujarat.

11.45 Reports were received about the unrest prevailing amongst the tribal people in this area because they were required to pay exorbitant prices to the landlords for becoming owners of land which they have been cultivating since long. In 1949, a Regulation called the Bombay West Khandesh Mehwasli Estates Regulation, 1949 was issued under which the Bombay Land Revenue Code (Act 5 of 1879) was made applicable to this region with the result that the Mehwasli Chieftains became the land

owners and the cultivators their tenants whereas, earlier, the cultivators were “treated as land owners by the chieftains who collected land revenue as rulers of the areas”. The State Government passed an executive order in 1956 and directed the local officer “to enter the name of chieftains in the record of rights as owners of land” and “made all the cultivators as tenants of the chieftains”. The Government of Maharashtra issued a new Regulation, called the West Khandesh Mehwasli Estates Proprietary Rights Abolition, etc. Regulation (No. 2 of 1962) and conferred occupancy rights on the land owners and tenants of Mehwasli Lands. The purchase price to be paid by the tenants to the chieftains was fixed from 3 to 6 times of the amount of land assessment. However, the chieftains challenged the Regulation in the High Court saying that it violated the fundamental rights and the High Court gave its verdict in favour of the chieftains. The Government appealed to the Supreme Court which is reported to be still pending. The stay application to the Supreme Court was also negatived. The Government, therefore, appointed 15 Tenancy *Mamlatdars* to determine land prices which had been fixed at about 80 times the land assessment. This has created extreme unrest among the land holders most of whom are poor Adivasis and unable to pay such compensation.

11.46 It will thus be seen that this problem has arisen due to peculiar land tenure system prevalent in the Mehwasli Estates and the lack of vigilance on the part of the Maharashtra Government to ensure that the West Khandesh Mehwasli Estates (Proprietary Rights Abolition, etc.) Regulation (No. 2 of 1962) abolishing the proprietary rights of the chieftains and conferring occupancy rights on inferior landlords and tenants of Mehwasli lands was brought outside the purview of the Courts by getting this Regulation included in the Ninth Schedule to the Constitution in the list of Acts and Regulations declared to be valid notwithstanding any infringement of fundamental rights guaranteed by the Constitution. This matter was, therefore, taken up with the State Government at the highest level and it was suggested that they should get the matter examined in detail and try to find out ways and means to exempt the tribals from the payment of exorbitant land assessment charges and, if necessary, approach the Government of India for including the Regulation under the Ninth Schedule to the Constitution. The State Government has made a reference in this matter to the Government of India and it is hoped that early action would be taken to include this Regulation under the Ninth Schedule to the Constitution.

### Rehabilitation of Scheduled Caste and Scheduled Tribe persons displaced due to construction of industrial and other projects

11.47 Very little information has been received from the States regarding the rehabilitation of Scheduled Caste and Scheduled Tribe persons displaced due to construction of projects. Available information



in respect of *Rajasthan, Tripura, Madhya Pradesh* and *Maharashtra* is given below :—

States	Year	No. of families displaced		Acreage from which displaced		No. of families rehabilitated		Acreage of land allotted	
		Sch. Castes	Sch. Tribes	Sch. Castes	Sch. Tribes	Sch. Castes	Sch. Tribes	Sch. Castes	Sch. Tribes
Rajasthan . . . . .	1973-74	72	1,484	158	7,350	—	195	—	1,893
Tripura . . . . .	1973-74	—	1,312	—	4,153*	—	518	—	769
Madhya Pradesh . . . . .	1973-74	170	1,322	334	4,735	47	61	—	—
Maharashtra . . . . .	1973-74	1,230	1,903	1,681	8,432	1,317	1,473	370	1,981
		1,472	6,021	2,173	24,670	1,364	2,247	370	4,563

\*Excludes 15,874 acres of uncultivable and other land.

11.48 It would be seen from above that out of 7,493 Scheduled Caste/Tribe persons displaced from 26,843 acres of land only 3,611 Scheduled Caste/Tribe persons were rehabilitated on 4,933 acres of land. Besides settling some of the displaced Scheduled Tribe persons on account of Gomti Hydel Project Reservoir of Tripura on 769 acres of land, an amount of Rs. 40 lakhs was earmarked during 1975-76 by the State Government for the resettlement of Scheduled Tribes affected by the Project.

#### Land Records

11.49 It was observed in the earlier Reports of the Commissioner that the land records in the tribal areas should be made up-to-date and the State Governments should give top priority to this item of work and appoint necessary staff for the purpose. It was also observed that the work of completion of land records in tribal areas had not received adequate attention of the authorities concerned and this was a field in which the Central Government should financially help the State Governments for completion of land records as a time bound programme to be completed as early as possible. It is understood from the Ministry of Home Affairs that in the guidelines issued by them on the preparation of Integrated Tribal Development Projects, this point has been stressed and the points referred to above are specially looked into at the time of sanctioning of Integrated Tribal Development Projects.

11.50 The Ministry of Agriculture and the Planning Commission have repeatedly urged the States and the Union Territories to take steps for revising the records of rights in order to reflect the rights of share croppers and tenants adequately. Since the announcement of the 20-Point Programme, the State Governments were asked to give particular attention to this aspects of the programme and a number of States were reported to have made provisions in their Annual Plans for updating the records of rights.

11.51 As regards the up-to-date position of completion of records of rights, it was stated that in parts of the Agency Areas of Andhra Pradesh, survey and settlement operations were yet to be completed,

and the work was expected to be over in about 2 years time. Resurvey and settlement operations were reported to be under way in many districts of *Assam, Bihar, Karnataka, Kerala, West Bengal* and certain districts of *Maharashtra*. Cadastral Survey and Settlement Operations had been completed in *Jammu and Kashmir* a few years ago. In *Manipur*, the work was complete in the plain areas, but the operations were under way in the hill areas. In 1,500 unsurveyed villages in *Madhya Pradesh*, Survey and Settlement operations were under way. In *Orissa*, the Survey and Settlement operations had been completed and the records of rights prepared in 2 districts. The work was in progress in 9 other districts. Most of the area of *Tamil Nadu* was reported to have been surveyed but was in need of resurvey under the modern system. Resurvey and Settlement Operations had been done in *Uttar Pradesh*. Due to consolidation of land holding operations, the records of rights had been brought up-to-date in many areas. The work of land records was reported to have been completed in *Rajasthan*. In *Gujarat*, a scheme for up dating the record of rights was undertaken in 1972 and was reported to have covered a large number of Districts. In the States of *Punjab* and *Haryana* and *Himachal Pradesh* the land records were kept up-to-date by field inspections carried out every fourth year. The land was held under communal ownership in *Meghalaya, Nagaland* and *Mizoram*. The steps for building up of records of rights after the preparation of cadastral maps were being taken up in these areas. In *Pondicherry* and *Dadra and Nagar Haveli* the operations were reported to have been completed and in *Tripura* the work was nearly complete and in *Lakshadweep* the operations were under way. Cadastral survey and settlement operations were in progress in *Goa, Daman and Diu*.

11.52 Completion of land records is an essential pre-requisite for the successful implementation of land reforms. Non-recording of the rights of tenants, share croppers and small farmers has deprived the poor Scheduled Caste/Scheduled Tribe persons from getting institutional finance. The absence of pattas have also led to gradual erosion of rights of the actual cultivators. It is hoped that this work would be completed soon.

## Shifting Cultivation

11.53 According to available information the area under shifting cultivation in some of the States/ Union Territories was as follows :—

States/Union Territories	Area in thousand hectares
Arunachal Pradesh	92.276
Assam	69.600
Manipur	60.000
Meghalaya	76.000
Mizoram	61.610
Nagaland	73.540
Tripura	22.300

11.54 Various attempts have been made to induce the tribals to adopt permanent cultivation and give up wasteful practices of shifting cultivation. Attempts were made to develop land on hilly slopes to provide adequate return from the lands. Information regarding the Fifth Plan outlay and expenditure incurred during 1974-75 under State Plan schemes is given below :—

State/Union Territory	Area in thousand hectares		Rupees in lakhs	
	Fifth Plan target	Achievement in 1974-75	Fifth Plan outlay	Expenditure in 1974-75
1	2	3	4	5
Arunachal Pradesh	17.00	0.85	200.00	7.75
Assam	8.00	Not available	380.00	92.00
Manipur	17.60	8.60	200.00	14.00
Meghalaya	9.00	0.60	400.00	20.85
Mizoram	9.80	0.70	225.00	32.59
Nagaland	14.00		433.00	
Tripura	5.00	1.07	300.00	20.86
	80.40	11.82	2,138.00	238.05

11.55 An amount of Rs. 5 crores was also provided for taking up pilot project for control of shifting cultivation during the Fifth Plan period in the North Eastern Region through North East Council.

11.56 Information regarding the Fifth Plan allocation and expenditure incurred in 1974-75 by different constituents of the North-Eastern Council is given below :—

State/Union Territory	Fifth Plan outlay	Expenditure in 1974-75
	(Rs. in lakhs)	
1. Arunachal Pradesh	117.00	8.53
2. Assam	80.00	3.25
3. Meghalaya	93.00	8.38
4. Manipur	74.70	3.48
5. Mizoram	46.56	7.78
6. Tripura	60.00	—
	471.26	31.42

11.57 Besides, an amount of Rs. 5 crores was also provided in the Fifth Plan under Central Sector to open pilot projects for control of shifting cultivation. The proposal was reported to be under consideration and the scheme was likely to come up in operation during 1976-77.

## Settlement of shifting cultivators in Tripura

11.58 The settlement of shifting cultivators is the most burning problem in the State of Tripura. 31,226 Jhumia and landless tribal families have so far been settled by allotment of land for their homes and cultivation and financial assistance to settle them on permanent cultivation on improved agriculture methods. Out of those settled families, 8,096 families have been settled in 59 colonies where community benefits like drinking water facilities, village roads, schools, Balwadis, dispensaries, etc., have been provided. This has been achieved by concerted efforts of the Tribal Welfare, Forest and Agriculture Departments. It is estimated that about 20,000 more Jhumia and landless tribal families have to be settled. Dr. B. D. Sharma, Joint Secretary in the Ministry of Home Affairs visited three tribal colonies set up at various points of time known as Gurupada colony, Patanchera Forest Settlement and Lalchera colony. He has commended the efforts made by the State Government in the settlement of Jhumia families and after his visit recorded a note which indicates the various types of approaches that may be made for the settlement of shifting cultivators at various stages of development. A copy of this note may be seen at Appendix XXII.

## Agricultural Census

11.59 Ail India Report on Agricultural Census 1970-71 was released in September, 1975. However, no separate information was collected with reference to Scheduled Castes and Scheduled Tribes. It is hoped that the Ministry of Agriculture would collect data in relation to the Scheduled Castes and the Scheduled Tribes in the course of the next Agricultural Census to be conducted after an interval of 5 years. Some of the observations made in the Census for 1970-71 are revealing :—

- (1) There are 70.05 million operational holdings in Indian agriculture operating over an aggregate area of 162 million hectares of land. The average size of the holdings is 2.30 hectares out of which the net area under cultivation is 2.06 hectares.
- (2) 12.4 million wholly irrigated holdings operate over an area of 12.1 million hectares. 17 million partly irrigated holdings cover an aggregate area of 46 million hectares of which the irrigated component add upto 17 million hectares, and 41 million wholly unirrigated holdings operate over a total area of 77 million hectares characterised by rainfed agriculture.

- (3) Preponderance of marginal holdings (below 1 hectare) is one of the dominant features of operational holdings in India. Half the number of operational holdings are marginal, although their contribution to total area is only 9 per cent. 19 per cent of the holdings are small (1 to 2 hectares) and they cover 12 per cent of the area. Semi-medium holdings (2 to 4 hectares) constitute about 15 per cent of the total number and 19 per cent of the total area. On the other hand medium (4 to 10 hectares) and large holdings (10 hectares and above) account for roughly 2/3rd of the area under these holdings. 11 per cent of the holdings are medium holdings and 4 per cent are large holdings. In absolute term 2.8 million holdings which are of 10 hectares and above account for an area of 50 million hectares. The average size of large holdings is roughly 18 hectares.

- (4) The States of *Uttar Pradesh, Andhra Pradesh, Punjab, Tamil Nadu, Rajasthan, Bihar, Haryana* and *West Bengal* together account for 77.5 per cent of the net irrigated area in the country.

11.60 The Census data reveals that half the number of operational holdings are marginal and 19 per cent of the holdings are small. This indicates that the economic condition of quite a large number of agriculturists is poor. This holds good in the case of farmers belonging to all sections of the society. The problem becomes more acute in the case of Scheduled Caste agriculturists, as it is well known that a sizeable number of them work as landless agricultural labourers. Moreover the size of the agricultural holdings of Scheduled Castes are generally small and unremunerative. In the case of most of the Scheduled Tribe agriculturists the problem of irrigation is acute.

### Forests

11.61 Information regarding concessions/facilities given to the tribals in forests by the State Governments of *Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Andaman and Nicobar islands, Arunachal Pradesh, Dadra and Nagar Haveli*, has been given in the earlier Report. It was suggested therein that the management of the forests should be done in such a manner as to create confidence in the tribals and give them a sense of involvement, and it was pointed out that instead of auctioning the major forest produce, the Cooperative Societies of the tribals or large sized multi-purpose societies should be entrusted this work. In respect of minor forest produce, it was stated that the Forest Department should not charge anything from the tribals for collecting minor forest produce, and the tribals should be given adequate marketing facilities so that fair price could be paid to them for the collected minor forest produce. However, information regarding action taken by the authorities concerned is not available.

11.62 According to information received from Union Ministry of Agricultural and Irrigation, four regional meetings of the Chief Conservators of Forests and Forest Utilisation Officers were convened during September/October, 1975 to discuss the exploitation of minor forest produce as related to tribal economy and to discuss the entire gamut of forest management in relation to tribal economy. Brief position regarding the observations made in the regional meetings is given below :—

- (i) Instructions should be issued by the State Chief Conservators of Forests and all concerned forest officials that fruit trees such as Mahua, jack fruit, tendu, mango etc. would be scrupulously protected. It was further decided that in plantations and road side avenues, some of these fruit trees would also be planted so as to augment the existing supplies of these products for the welfare of the tribals.
- (ii) Suitable measures would be taken to provide raw materials needed by the tribals at reasonable rates for pursuing economic pursuits such as manufacture of brooms, bamboo and cane baskets and mate etc.
- (iii) In States like *Karnataka, Maharashtra, Gujarat, Andhra Pradesh* and *Madhya Pradesh* exploitation of minor forest products was done through Forest Labourers Cooperative Societies or Tribal Cooperative Societies and fair wages were ensured to the tribals, but there were a few other minor forest products more so in the North Eastern Regions where middlemen still operated. It was decided that in such cases tribal cooperatives should be formed failing which departmental collection should be organised and fair wages fixed for forest operations.
- (iv) Very little was being done to promote cottage and small scale industries based on forest products in the tribal areas by organising marketing and conducting training programmes for development of skills locally. It was decided that the local tribals should be increasingly trained in logging techniques. Already there was a Logging Training Centre Project with the Government of India with the help of which, this training could be imparted. Existing organisations such as All India Cottage and Village Industries Commission, All India Handicrafts Board and Small Scale Industries Organisation in the States should be approached for the development of skills needed for the cottage and small scale industries based on forest products.
- (v) The Forest Department which had establishments even in the remotest areas was in a better position to execute activities for tribals such as running primary schools, high schools and health centres for the tribal people.

- (vi) Regarding the employment of tribals in various departments, it was felt that the existing recruitment rules operated against the interests of tribals, and the need was felt that the existing orders should be modified suitably so that it is not obligatory on the part of the tribals to apply through the local employment exchanges.

**These are, no doubt, good suggestions, and if implemented properly, would help in furthering the interests of persons belonging to the Scheduled Tribes living in the forest areas.**

**11.63 It was also observed in the last Report that the privileges and concessions of the tribal people in forest villages should be published in the various regional languages in the form of a booklet for free distribution amongst the tribals. However, it is not known if any of the State Government has actually taken some positive steps in this regard.**

11.64 In the course of his tour to Panchmahals District of *Gujarat* State, the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, had an opportunity of discussing matters relating to forests and interests of tribals, in the tribal areas of the district, with the Deputy Conservator of Forests. The Deputy Commissioner was shown a patch of forest area measuring 1,200 hectares where special programme of afforestation had been initiated departmentally, and more than 3,000 tribal labourers had been engaged. Besides growing improved variety of grass they had planted some evergreen shrubs like acacia and shishu in a scientific manner known as gredonia system. The trees had been planted in a systematic manner to conserve moisture, preserve soil and grow trees which would attain better heights. The Forest Department expected to sell 20 lakh kg. of grass for cattle feed. The whole programme was to be undertaken in forest land measuring 4,000 acres in a phased manner. **It is good that the Forest Department has done some good work in Dahod area of Panchmahals District for afforestation as well as for the employment at fair wages of the Scheduled Tribe persons of the area.**

## CHAPTER 12

### CO-OPERATION

#### Exploitation by money-lenders etc.

It is well-known that the persons belonging to Scheduled Castes and Scheduled Tribes have been facing a great deal of exploitation at the hands of money-lenders and *sahukars* on account of taking loans from them. It is of interest to know that through a sample survey of the slums of Lucknow, *Uttar Pradesh* inhabited by sweepers it was found that almost all the families belonging to this category were in the clutches of *sahukars*. Some of the observations made in the course of survey are given below:—

- (i) In spite of the fact that some of the borrowers had made the payments of the loans in full, the same was never shown as having been cleared. Money-lenders kept *gundas* to terrorise, intimidate and beat up the debtors who defaulted in paying interest. They even trespassed into their hovels and took away their cooking utensils. Monthly pay day was the day of woe for the sweepers. *Sahukars* generally belonged to the Rastogi sub-caste of the *Bania* community. The rate of interest was 27.5% on a loan of Rs. 100 given on paper and deduction of Rs. 7.50 was made before payment. The debtor was paid only Rs. 92.50. Interest on Rs. 92.50 was at the rate of Rs. 2 per month. Repayment of small sums was mostly not recorded.
- (ii) *Sahukars* thrived on the payment of 'Rujhai', a system of daily repayment of the principal. For every Rs. 10 borrowed on paper, the debtor got only Rs. 9.38. 2 paise were deducted as 'Likhai' for writing the pronote. For 36 days the debtor had to pay an amount of Rs. 0.62 per day to the money-lender. Thus the debtor had to pay Rs. 22.32 in 36 days to clear the debt of Rs. 9.38.

#### Formation of Cooperative Societies

12.2 Quite a good deal of welfare and development work can be done amongst weaker sections of the society through the formation and successful operation of the Co-operative Societies. Such societies can render them timely financial assistance to save them from exploitation at the hands of money-lenders and traders and also take up various craft/trade oriented programmes for their economic development. The persons belonging to backward classes can derive benefits from cooperative housing societies, forest labourers cooperative societies,

agricultural co-operatives or processing societies, labour contract cooperative societies, cooperative dairy, poultry farming and industrial cooperatives etc.

#### Pattern of assistance to Cooperative Societies

12.3 The Cooperatives of backward classes are eligible for various types of financial assistance available under normal plan schemes of the State Cooperative Department. For example, the agricultural societies are eligible for outright grants for bad debt reserves and share capital contribution. Cooperative Farming Societies get assistance in the form of managerial subsidy, subsidy and loan for cattle shed, loans for land development, loan for construction of wells and installation of oil engines, government's participation in the share capital etc. Besides, the assistance available under the normal plan schemes of the Cooperative Department, cooperative societies of backward classes are eligible for additional financial assistance under the special schemes included in the backward classes sector.

#### Functions of Cooperative Societies

12.4 Available information regarding special work done for giving benefits to the persons belonging to Scheduled Castes and Scheduled Tribes in *Bihar, Maharashtra, Madhya Pradesh, Orissa, Punjab, Rajasthan, Uttar Pradesh, West Bengal, Arunachal Pradesh, Dadra & Nagar Haveli and Lakshadweep* is given below :—

12.5 The *Bihar* Cabinet is understood to have decided on 30th September, 1975 to promulgate an Ordinance to amend the Bihar State Cooperative Society Act, in order to provide representation to two Harijans and adivasis and 3 small and marginal farmers, at all levels of the co-operative set-up. Arrangements for creation of separate wings were being made in the Cooperative Banks to provide loans to poorer sections. The State Government had earmarked an amount of Rs. 2 crores for the liquidation of rural indebtedness in the State, and the entire amount was to be spent through the Co-operative Banks. A Farmers Service Cooperative Society, claimed to be the first of its kind in India, was opened at Ratu Block in Ranchi District by the Bank of India. The primary purpose of the society was to bring managerial and financial discipline in the cooperative sector in the country. About five hundred families of the farmers had been enrolled as members and were to be financed during the *Kharif* season. Besides credit, the Society was also to provide facilities for agricultural produce, distribution of seeds, fertilizers etc.

12.6 The Government of Bihar was also reported to have decided to organise a number of transport co-operative societies throughout the State for providing employment to unemployed graduates including engineering graduates and diploma holders in Engineering with particular reference to the persons belonging to Scheduled Castes and Scheduled Tribes. In case of persons belonging to Scheduled Castes and Scheduled Tribes, the minimum qualification for admission to such societies had been relaxed to matriculation and each co-operative society was to comprise not more than 6 members of which at least 2 must belong to Scheduled Castes and Scheduled Tribes and other weaker sections of the community.

12.7 During 1974-75 in *Maharashtra* State, a provision of Rs. 0.46 lakh was made for grant of additional subsidy to 33 societies, with a membership of 260 Scheduled Caste persons for purchase of shares of co-operative societies. However, only an expenditure of Rs. 0.17 lakh was incurred and 155 Scheduled Caste persons were granted loans for purchase of shares and 6 societies were assisted with additional subsidy. Besides 18 agricultural credit societies, 6 farming societies and 6 weavers societies, 2 leather workers societies and 11 industrial co-operative societies of Scheduled Caste persons received assistance under the normal plan programmes of the State Co-operative Department. For Scheduled Tribes, a provision of Rs. 0.230 lakh was made in 1974-75 in the backward classes sector in *Maharashtra* State for grant of loans to 130 Scheduled Tribes to enable them to purchase shares of Agricultural cooperatives and for giving assistance to 16 societies for additional managerial subsidy. An expenditure of Rs. 0.311 lakh was incurred in assisting 313 Scheduled Tribe persons. Besides, under the State Plan Scheme, assistance amounting to Rs. 1.900 lakhs was granted to forest labourers cooperative societies under the centrally sponsored schemes. Apart from plan assistance under the backward classes sector, assistance was also granted under the normal programme of development to cooperative farming, labour contract societies, industrial cooperative societies etc. to 37 cooperative societies of Scheduled Tribe persons.

12.8 It is also understood that during 1974-75, 48 new societies consisting of majority of the members belonging to Scheduled Castes were organised and the total number of cooperative societies functioning for Scheduled Castes as on 31st March, 1975 came to 1,508. Besides 95 cooperative societies of Scheduled Tribes were registered in 1974-75 and the total number of cooperative societies for Scheduled Tribes in the State as on 31st March, 1975 came to 1,137. It was also reported that the *Maharashtra* State Co-operative Union was conducting every year member education programme for members of the management committees, ordinary members and Scheduled Caste and Scheduled Tribe persons members got an advantage of being trained in proper management of Cooperative Societies.

12.9 The Government of *Madhya Pradesh* had taken a decision that loans would be provided to small Scheduled Tribe farmers and that 21% of the total provision would be spent for the tribal areas. A Tribal Cooperative Vikas Sangh was helping the tribals in the sale and purchase of commodities.

12.10 It was reported that the Government of *Punjab* would open 117 multi-purpose co-operative societies at the block level for weaker sections in the State and an expenditure of Rs. 3.72 lakhs would be incurred on the opening of these societies. One such Society had been inaugurated in the town of Anandpur Sahib.

12.11 In *Orissa* by the end of 1972-73, the total membership of the primary agricultural credit societies in the State was 15.90 lakhs out of which 4.92 lakhs belonged to Scheduled Castes and Scheduled Tribes. In the long term credit sector, out of a total membership of 2.33 lakhs in the primary land development banks, 0.40 lakh belonged to Scheduled Castes and Scheduled Tribes. During that period, a total amount of Rs. 15.61 crores was advanced as short term and medium term loans in the State out of which funds amounting to Rs. 3.06 crores were advanced to the persons belonging to Scheduled Castes and Scheduled Tribes. The total loan advanced in long term sector was Rs. 2.81 crores out of which Rs. 0.49 crores was advanced to the Scheduled Caste and Scheduled Tribe members. During 1973-74, membership of primary agricultural credit societies in the State had increased to 16.51 lakhs out of which 6.43 lakhs belonged to Scheduled Castes and Scheduled Tribes.

12.12 The Agency Marketing Society, Tikabali was another organisation taking care of the vulnerable sections in the tribal areas. It was directly lending an amount of Rs. 0.50 lakh annually at the rate of Rs. 50.00 to Rs. 100.00 per member. Apart from this direct lending, the Cooperative Society through opening of branches and other forest marketing cooperative societies provided temporary advances for procurement of minor forest produce.

12.13 There were a total 59 Rural Credit and Marketing Societies functioning in the State of *Orissa*. The Societies were normally having business in procurement of foodgrains and different agricultural products, supply of agricultural inputs and essential commodities, processing of agricultural produce and marketing of building materials and general merchandise. Out of these, 11 Rural Credit and Marketing Societies were working in special areas where the programme of Tribal Development Agency and Integrated Tribal Development Project had been introduced. There were 3 forest marketing cooperative societies functioning in Tribal Development Agency blocks with 15,466 members belonging to Scheduled Castes and Scheduled Tribes.

12.14 The Government of *Rajasthan* had made a provision by amending the Rajasthan Cooperative Society Act, 1965 that at least 33 per cent of the

total amount of loan to be sanctioned by a primary village service cooperative society or a farmers service cooperative society in a year, at least 25 per cent of the total amount of loan to be sanctioned by a primary land development bank in a year, shall be sanctioned to the members belonging to weaker sections of the society. It is learnt that during 1974-75, short-term loans worth Rs. 976.85 lakhs and medium-term loans of Rs. 64.17 lakhs, were provided by Central Co-operative Banks to the members of the Scheduled Castes and Scheduled Tribes.

12.15 The State Government had started a scheme of reimbursement of the interest payable by the cultivators belonging to Scheduled Castes and Scheduled Tribes on loans taken by them for construction of new wells, deepening and repairing of old wells for irrigation purposes from the financial institutions like Co-operative Banks, Land Development Banks and Commercial Banks. Between 1972-73 to 1974-75, 2,838 Scheduled Caste beneficiaries and 3,195 Scheduled Tribe persons were helped in this manner.

12.16 According to available information in *Rajasthan*, as on 30th June, 1974, 645 Co-operative Societies for Scheduled Castes and 784 Co-operative Societies for Scheduled Tribes functioned. 645 Co-operative Societies for Scheduled Castes were having a membership of 21,254. These societies earned a profit of Rs. 1.45 lakhs. 784 Co-operative Societies of Scheduled Tribe persons were having a membership of 96,012 persons belonging to Scheduled Castes and Scheduled Tribes. These Societies earned a profit of Rs. 3.56 lakhs.

12.17 In the tribal areas of *Gujarat*, 1,278 agricultural credit societies, 60 primary marketing societies and 60 regulated markets functioned. The tribals derived benefit from the Taluka Sale and Purchase Unions. The agricultural credit societies restricted themselves to dispensing of credit and the Taluka Sale and Purchase Unions confined themselves to supply of agricultural inputs. Besides, some forest labour co-operatives were also functioning in tribal areas. According to available information approximately 33% of the total number of primary agricultural credit societies in tribal areas were dormant and weak and did not have competent managerial support, and there was a need for widening the field of activities of these primary societies and the Taluka Sale and Purchase Unions by encouraging them to pool and market agricultural and allied produce.

12.18 In the course of his visit to Panchmahal District of *Gujarat* State, the Deputy Commissioner for Scheduled Castes and Scheduled Tribes had an opportunity of looking into the functioning of Garbada Purchase and Sale Union and Dahod Purchase and Sale Union Ltd., Dahod. Thirty three Co-operative Societies having a membership of more than 4,000 Scheduled Tribe persons were affiliated to Garbada Purchase and Sale Union. There were reported to be more than 8,000 tribal *khatedars*, out of whom about 50% had already

been covered in the cooperative fold. The Union had also set up some shops for dealing in essential commodities such as cloth, kerosene oil, and foodgrains etc. In the last co-operative year they had purchased grains worth Rs. 2 lakhs and their purchases fluctuated upto Rs. 3 lakhs in the earlier years. The Union was charging money from tribals for giving facilities such as storing of grain and management etc. It was reported that the Union had stored about 1,700 quintals of foodgrains and about one-fourth of the tribal members had allowed their grains to be sold through the agency of Garbada Purchase and Sale Union. The Union was functioning well and earning profits. However, it was learnt that during the last 3 years no audit had been held. The Union was also reported to have sold goods valuing more than Rs. 7.00 lakhs through their three shops. The Union had distributed to the tribals considerable amount of money as bonus etc. They had been giving seeds at low prices to the tribal farmers and also distributed gifts to farmers who brought more grains. The Dahod Cooperative Purchase and Sale Union Ltd., Dahod was registered on 5th November, 1943 and did well in the face of stiff opposition from the money-lenders and *sahukars*. Last year the business turn over of the Union exceeded Rs. 3 crores. The Union was also reported to have advanced an amount of Rs. 70 lakhs to the member societies. About 60% of the tribal members consisted of small farmers belonging to Patelia and Bhil communities. However, it was learnt that in spite of the good work done through these two Purchase and Sale Unions many persons belonging to Scheduled Tribes of the areas under reference were still in the grip of money-lenders.

12.19 In *West Bengal* during 1974-75, 589 co-operative graincolas, 25 labourers cooperatives and 2 forest co-operative societies were functioning for the benefit of Scheduled Tribes. A good number of these societies were reported to be functioning satisfactorily. It was understood that the Scheduled Tribe persons were taking keen interest in the Management of the Co-operative Societies and almost all the posts of directors in the committee of the management of cooperative societies were held by Scheduled Tribe persons.

12.20 In *Lakshadweep*, co-operative movement was introduced in 1962. 32 co-operative societies of various types had been formed whose membership consisted of Scheduled Tribes and the management of which was done by the persons appointed or elected by the persons belonging to these categories. The Societies were having 13,057 members on their rolls with a paid-up share capital of Rs. 1.21 crores during 1974-75. It was reported that these co-operatives were playing an important role in improving the economic condition of the Scheduled Tribes.

12.21 In *Arunachal Pradesh*, 105 co-operative societies were functioning for the benefit of Scheduled Tribes during 1974-75, and an amount of Rs. 11.98



lakhs was spent as against the amount of Rs. 10 lakhs provided for the purpose. The Government of India was reported to have assisted cooperatives in *Arunachal Pradesh* in 1973-74 with a total amount of Rs. 4.80 lakhs for projects like setting up of department stores and opening up of retail outlets by large sized cooperative societies. Besides an amount of Rs. 15 lakhs was given by the National Cooperative Development Corporation to the Apex Federation for the procurement of surplus agricultural produce. During 1974-75, total collection of seeds and paddy was 10,000 quintals and 12,500 quintals respectively involving an amount of Rs. 30 lakhs.

12.22 In *Dadra and Nagar Haveli*, 29 cooperative societies worked among Scheduled Castes and Scheduled Tribes. Of these 12 were service cooperative societies, 3 forest labourers societies, 3 housing societies and the rest of the societies were engaged in processing etc.

12.23. The above information which is not complete in respect of all States/Union Territories shows that some steps have been undertaken to improve the economic condition of backward classes. It was pointed out in the earlier Reports of the Commissioner that the persons belonging to Scheduled Castes and Scheduled Tribes should derive adequate benefits from the general cooperatives and it is good to note that the Reserve Bank of India has now decided that 20% of the loaning capacity of the cooperative societies for short term and medium term loans should be earmarked for the weaker sections of the society specially for Scheduled Castes and Scheduled Tribes.

#### Unified Credit-cum-Marketing Structure

12.24 A study team was appointed by the Government of India to recommend measures for strengthening the cooperative structure of the Tribal Development Agency Project areas so that credit facilities could be easily made available to the tribals for development programmes and that the marketing functions could also be linked up with the lending operations. This Study Team broadly recommended for setting up of an unified credit-cum-marketing structure for the Tribal Development Agency Project areas to combine functions like disbursement of production and consumption credit, sale of consumer goods and marketing of agriculture and minor forest produce and distribution of agricultural inputs.

12.25 The report of the Study Team known as Bawa Committee was examined in the Union Ministry of Agriculture and Irrigation and appropriate decisions were taken by the Government of India and communicated to the State Governments concerned for implementation in the Tribal Development Project areas. Necessary schemes were designed in the Tribal Development Action Plans for revitalisation and restructuring the Cooperatives in the Tribal Development Agency Project areas. The Agencies provided assistance to the cooperatives such as non-overdue cover risk-

cum-price fluctuation fund, managerial subsidy, subsidy for construction of storage godowns, ways and means advances to boost up the resources position of the cooperative institutions, and the like. An amount of Rs. 39.00 lakhs was understood to have been released to the different Tribal Development Agencies for implementation of the programmes under cooperation.

12.26 The Government of India had accepted the recommendations of the Expert Group (Bawa Committee) and commended these for implementation in the tribal sub-plan areas of the States. The Committee had recommended the reorganisation of the existing Primary Co-operative Societies into LAMPS, which were to take up a number of functional activities, that included :—

- (i) Provision of short, medium and long-term credit for agricultural purposes;
- (ii) Provision of agriculture input like seeds, fertilizers, insecticides and agricultural implements;
- (iii) Provision of essential domestic requirements;
- (iv) Marketing of agricultural produce;
- (v) Marketing of minor forest produce; and
- (vi) Provision of credit for consumption purposes and meeting certain social obligations.

12.27 Available information in respect of State-wise position regarding organisation of multi-purpose cooperative societies in tribal areas as per recommendations of the Bawa Committee, is given in the subsequent para.

12.28 In *Andhra Pradesh*, multi-purpose cooperative societies in tribal areas and depots of the Girijan Cooperative Corporation had started catering to the needs of the tribals in the State. 360 D.R. Depots were already working for the welfare of the tribal people. Besides 400 more domestic requirement depots were proposed to be opened in the Fifth Five Year Plan for covering every 2,000 tribal population by a depot. In *Assam*, 15 sub-area cooperative marketing societies in the two hill districts of *Assam* performed multi-purpose functions including those of credit and marketing. In plain districts of *Assam* (including tribal areas) 663 gaon panchayat level cooperative societies were already reported to be functioning with multi-purpose functions including credit and marketing. In *Gujarat*, 2 large sized multi-purpose cooperative societies for tribals were functioning. The Government of *Kerala* was considering the feasibility of organising a few LAMPS, as most of the existing 45 cooperative societies exclusively meant for Scheduled Tribes were semi-dormant. The State Government had chalked out a programme for re-organisation and revival in consultation with the Director of Tribal Welfare. In *Madhya Pradesh*, 47 multi-purpose societies spread over 8 blocks of Bastar district covering a population of 2,70,913 in 533 villages, had been organised. These LAMPS had a membership of 5,741 persons and their share capital amounted to Rs. 154 lakhs. In *Nasik district of Maharashtra*, 8 such societies had been registered in

October, 1975 and they were to cover a population of 8,846 Scheduled Tribe persons. In *Manipur*, 10 primary agricultural societies and 16 marketing forest produce societies covering a total population of 14,327 had been organised. The Government of *Orissa*, had decided to organise 353 LAMPS by the end of March 1977 covering 118 blocks under the jurisdiction of 19 Integrated Tribal Development Projects and 4 Tribal Development Agencies. The State Government was already reported to have registered 5 LAMPS in Keonjhar and 4 for Bonaigarh Integrated Tribal Development Project. The Government of *Rajasthan* proposed to organise 150 LAMPS in the tribal sub-plan area. The Government of *Tripura* had decided to set up one Tribal Development Corporation within the sub-plan area and measures were already under way to re-organise existing primary credit societies as LAMPS in the sub-plan area. In *West Bengal* there were 7 LAMPS in the State of which 5 were in Jalpaiguri and Purlia districts and 2 in Midnapur district.

#### **Assistance from National Cooperative Development Corporation to tribal cooperatives**

12.29 The National Cooperative Development Corporation Act, 1962, was amended in 1974 to extend specifically the activities of the National Cooperative Development Corporation to assist co-operatives for collection and marketing of minor forest produce. This was specifically intended for the benefit of tribal people. The National Co-operative Development Corporation is reported to be taking active interest in promotion of cooperatives for tribal people. So far, the Corporation has provided financial assistance of the order of Rs. 175 lakhs for strengthening tribal cooperatives in *Andhra Pradesh*, *Bihar*, *Gujarat*, *Maharashtra*, *Rajasthan*, *Meghalaya*, *Mizoram*, *Orissa* and *Arunachal Pradesh*. Assistance was given towards strengthening the share-capital base of cooperatives in tribal areas, especially for processing units, construction of godowns and also towards margin money requirements of these cooperatives, to be able to have access to bank finance for their expanding business. In August 1975, the National Co-operative Development Corporation formulated a more liberalized scheme of assistance for development of cooperatives in tribal areas.

#### **Tribal Development Corporations**

12.30 Tribal Development Corporations were formed in the respective States of *Andhra Pradesh*, *Assam*, *Bihar*, *Gujarat*, *Karnataka\**, *Kerala\**, *Madhya Pradesh*, *Maharashtra*, *Orissa* and *Uttar Pradesh* for purposes such as advancing loans for agriculture : purchase of minor forest and agricultural produce, exploitation of forest coupes, sale of consumer goods and grant of loans for taking up various types of trades and occupations.

12.31 According to available information, the Assam Tribes Development Corporation had purchased a few tractors, power tillers, power pumps and

insecticides, sprayers etc. to get the lands of tribals tilled at cheaper rates to help in intensive cultivation. Schemes had also been prepared for tribals to set up weaving centres for giving full time employment to the weavers. The tribal unemployed youths in the State were being helped to run petty business in the interior villages, with financial assistance provided by the Corporation. The Girijan Co-operative Corporation Limited, Visakhapatnam, *Andhra Pradesh* had advanced an amount of Rs. 3.20 lakhs as short-term loan and Rs. 2.34 lakhs as medium-term loans, to tribal cultivators during 1974-75. From 1970-71 to October 1975, the Corporation had given financial assistance amounting to Rs. 149.88 lakhs to more than 89,000 tribal cultivators. During 1974-75 the Bihar State Tribal Co-operative Corporation Ltd., Ranchi functioned in the 5 districts of *Bihar* for the socio-economic development of the tribals. The Madhya Pradesh State Tribal Co-operative Development Federation, Bhopal had a proposal to undertake the main business of selling consumer goods to the tribals at weekly markets. Sites for 100 weekly *hats* were to be selected and each *hat* was to have consumer goods worth Rs. 2,000 to Rs. 5,000. The federation was understood to have referred 12 cases of misappropriation of funds for detailed enquiry. The Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes Ltd., Trichur supplied auto-rickshaws on hire-purchase basis to the persons belonging to Scheduled Castes and Scheduled Tribes and also sanctioned loans for starting small business/trade industry to about 170 persons. Karnataka Scheduled Castes and Scheduled Tribes Development Corporation Ltd., Bangalore was understood to have taken up some economic development programmes, but the schemes taken up by them had not brought about any tangible results so far.

12.32 Available details regarding the work done by the Corporation, may be seen at Appendix XXIII.

12.33 It is essential that the role of the Tribal Development Corporations should be suitably defined in the overall cooperative and marketing structure in the States for giving better service for catering to the needs of the tribals in the sub-plan areas.

12.34 In *Andhra Pradesh*, the Girijan Co-operative Corporation, Visakhapatnam was to be tuned for enhanced credit transactions by effecting appropriate structural changes for making it an effective credit organisation. Long-term credit channel was to be provided by directly linking the Girijan Primary Co-operative Marketing Society (to be styled as Girijan Primary Cooperative Marketing & Credit Society) with the Andhra Pradesh Central Co-operative Land Mortgage Bank. For short-term and medium-term credit the Girijan Primary Co-operative Marketing and Credit Bank could be directly linked to Zila Kendriya Sahakari Bank while continuing the Girijan Co-operative Corporation for conducting marketing operations in daily requirements agricultural and minor forest produce. Below the Girijan Primary Co-operative Marketing and Credit Society, the existing D.R. Depots would be converted into Credit-cum-Marketing Centres.

\*Meant for Scheduled Castes and Scheduled Tribes.

12.35 It was stated in the sub-plan for tribal regions of *Bihar* that the Bihar Tribal Co-operative Development Corporation had played a very ineffective role both in its landing and training activities. The Corporation was reported to be shifting its trading activities from one district to another and the tribals could not rely upon the Corporation as a ready market for their products. It was stated in the sub-plan that the co-operative base of the Corporation had to be strengthened and its operations streamlined for ensuring adequate return to the tribals for the minor forest produce.

12.36 The Tribal sub-plan of *Orissa* stated that the Tribal Development Co-operative Society had to become a powerful instrument in the process of tribal welfare. It was also stated that in its attempts to eliminate middlemen and traders, the society had already rendered yeoman service. It had given a jolt to the Ganjam traders who used to exploit the tribals of Phulbani in the purchase of commodities like turmeric. But its operations were still severely limited for want of adequate working capital, godowns and vehicles. In the sub-plan it was sought to expand its operations by rendering assistance amounting to Rs. 205.00 lakhs for purposes like share capital contribution, procurement of surplus and agricultural minor forest produce, for giving short-term loan to meet production-cum-consumption needs, managerial assistance for construction of godowns and transport subsidy etc. The Society was reported to have been modelled on the lines of the Andhra Pradesh Girijan Co-operative Society.

12.37 It was stated in the tribal sub-plan of *Maharashtra* State that the present objectives of the Tribal Development Corporation in the background of its financial and other limitations were over ambitions, but it could be converted into a middle level field agency for catering to the commercial and economic needs of the tribals.

12.38 Regarding *Madhya Pradesh* Tribal Co-operative Development Corporation, it was stated that the Corporation was dealing with business connected with minor forest produce only and was running under heavy losses. It was stated in the sub-plan that the Corporation had outlived its utility and should be wound up, and in case, it has to be allowed to continue, it would only function as an apex for the regional societies.

12.39 The Government of *West Bengal* had decided to set up Tribal Development Corporation in the State on the model recommended by the BAWA Committee. The Corporation would be an apex body of the LAMPS. It was understood that besides an allocation of Rs. 5.00 lakhs under the State Plan and the share money that might be raised from the affiliated bodies, additional share capital to the extent of Rs. 25 lakhs would be needed and the Government of India had already been requested to provide necessary funds.

12.40 In the sub-plan drawn up by the Government of *Gujarat*, it was stated that a scheme for

redeeming frozen debts would be taken up. The scheme envisaged settlement of all the overdues of non-wilful defaulters among tribals and a tribal member was expected to be a member of Farmers Service Society and would be required to give an undertaking to sell his agricultural and forest produce through these societies. The overdues of such members would be consolidated with interest and the amount thus arrived at, would be paid by the Gujarat Tribal Development Corporation through Farmers Service Society, to the creditors. The amount of loan to be made available by the Gujarat Tribal Development Corporation to Farmers Service Society would be given by the Government to the Corporation.

### **Development Corporations for Scheduled Castes**

12.41 Corporations for taking up the schemes of economic development for Scheduled Caste persons have been formed in *Andhra Pradesh, Assam, Gujarat, Haryana, Punjab* and *Uttar Pradesh*. The Government of *Himachal Pradesh* was considering a proposal for setting up a development corporation for Scheduled Castes and Scheduled Tribes. Available information regarding the working of Andhra Pradesh Scheduled Castes Co-operative Finance Corporation, Hyderabad, Punjab Scheduled Castes Land Development and Finance Corporation, Chandigarh and the Haryana Harijan Kalyan Nigam Ltd., Chandigarh is detailed below.

### **The Andhra Pradesh Scheduled Castes Cooperative Finance Corporation, Hyderabad**

12.42 The Corporation is functioning to plan the developmental and assistance programmes for the Scheduled Castes in the field of agriculture, animal husbandry, marketing, processing, supply and storage of agricultural products, small scale village and cottage industries etc. The Corporation also aims to set-up a net work of employment orientated industries, cottage industries, cottage and small industries by providing technical 'know-how', managerial assistance, apart from financial guarantees to institutions on behalf of the societies concerned. The main function of the corporation is to provide working capital to the members by advancing loans and cash credits. The Corporation channels the flow of loans from the banks and other financial institutions to the needy Scheduled Castes for their economic betterment.

12.43 The Corporation was reported to have undertaken a quick survey of Harijan families throughout the State to identify those who were in need of financial aid and to bring them under the purview of the Corporation for their assistance programmes. The Schemes were being formulated through the district units.

12.44 The Corporation got its funds from the amounts allotted by the State Government under plan funds and also from the unspent earmarked funds of the Panchayat Samities and Zila Parishads. The Government was reported to have provided an amount of Rs. 260.36 lakhs. Besides, 12 Zila

Parishads and more than 100 Panchayat Samities had transferred an amount of Rs. 71.67 lakhs. Thus an amount of Rs. 332.03 lakhs was available with the District Societies and the Corporation. The amount provided by the Government and also the amount transferred by the Panchayat Samities and Parishads was utilised as margin money. The aim was to multiply the amount available with the corporation 5 times by mobilising 80 per cent of the requirements from the banks and other financial institutions. The amount of Rs. 3.32 crores available with the Corporation could be multiplied into Rs. 16.60 crores if the banks and other financial institutions had actively participated and co-operated in taking up schemes for the economic uplift of Scheduled Castes. However, the snag in the implementation of the schemes to the extent required was the reluctance of the banks to extend 80% of the loan component to these communities. The reluctance of the Reserve Bank to recognise the Corporation as a Central Bank in the matter of seeking concessional finances from it in the interest of the weaker sections was also standing in the way of making available loans at concessional rates of interest. No doubt, some of the banks were coming forward to provide direct loans of sizeable amounts to the Corporation on its guarantee. The Indian Bank had placed at the disposal of the Corporation an amount of Rs. 40 lakhs for Telangana districts and the Andhra Bank sanctioned Rs. 60 lakhs for Coastal Andhra and Rayalseema districts. The banks charged interest on the 80% of the loan at the rates ranging from 12½ to 18%. For the 20% amount advanced by the Corporation, interest was being charged at the rate of 6½%. In spite of the reluctance on the part of the banks and Corporative Institutions an amount of Rs. 3 crores has been advanced by them. Besides, economic support programmes, certain training programmes like training in Secretarial training course and type-writing was started to provide training to educated unemployed Scheduled Caste Youth and it was proposed to introduce training for village officers and training in vehicle driving. Thus it would be seen that the Corporation has started to play a meaningful role in improving the economic condition of Scheduled Castes in Andhra Pradesh and much more could be achieved if the Commercial Banks and Reserve Bank come forward to help the Corporation.

#### **The Punjab Scheduled Castes Land Development and Finance Corporation, Chandigarh**

12.45 The Punjab Scheduled Castes Land Development and Finance Corporation is functioning to undertake the task of economic uplift of the members of the Scheduled Castes in the State. The authorised capital of the Corporation had been fixed at Rs. 5 crores. However, the total subscribed capital of the Corporation upto the end of December, 1975 came to Rs. 3.62 crores. A study of the working of the loan schemes of the Corporation revealed as follows :—

- (i) Disproportionate benefits of the loan schemes of the Corporation had gone to three communities i.e. Addharmi, Chamar and Megh,

who between themselves constituted 48.2% of the total Scheduled Castes population in Punjab but had received benefits to the extent of 84.8%. The Balmikis & Mezhabis who between themselves constituted 40.5% of the total Scheduled Castes population had received merely 12.70% of the benefits of the Corporation's loan scheme. Member of the other 28 Scheduled Castes communities of Punjab did not receive adequate benefit.

- (ii) Disproportionate benefits were taken by the elite among various Scheduled Castes communities in the State.
- (iii) Several of the beneficiaries lost a good number of man-days, time and expenditure in receiving loans from the Corporation.
- (iv) The benefits of the Corporation schemes had not spread universally throughout the State. 50.29 per cent of the loanees had come to know of the Corporation schemes through their relatives and friends.
- (v) Scheduled Caste persons had started leaving their traditional occupations due to the stigma of untouchability. 75.5 per cent of the loanees had received loans for non-traditional occupations.

12.46 It is suggested that maximum resources of the Corporation should be utilised for the poor Scheduled Castes and the most backward communities among them. Landless Scheduled Castes should be encouraged to take to other occupations like dairy, small scale and cottage industries, etc. to make their economy sound. The field staff of the Corporation should be given special extension training and greater publicity of the Corporation schemes should be attempted through various mass media including the vinyapan service of the All India Radio.

#### **Haryana Harijan Kalyan Nigam Limited**

12.47 On an average the Nigam was sanctioning loans worth about Rs. 15 lakhs each year for various trades, namely, dairy farming, leather work, tractors, tempos, taxis, flour mills, establishment of brick kilns, poultry, piggery, purchase of sheep and goats, purchase and development of lands and higher studies etc. From its inception to the end of August, 1975 the Nigam had sanctioned loans to the tune of Rs. 85.25 lakhs against which an amount of Rs. 56.83 lakhs had been actually disbursed to 1,786 families. During the 1974-75, the Nigam disbursed loans amounting to Rs. 15.67 lakhs to 617 families.

12.48 The Nigam planned to set up a few industrial units to provide employment to Harijans. The Shoe production centre set up at Karnal in February, 1973 manufactured quality shoes for export to U.S.S.R. supplies to Government Departments and Local Bodies. For the accounting year ending 30-6-1974, aggregate losses in respect of shoe production centre amounted to Rs. 14,801 which turned to

Nil. in the accounting year ending 30-6-1975. It was suggested in the last report that efforts should be made to improve the working of the shoe production centre. The Commissioner for Scheduled Castes and Scheduled Tribes visited Karnal in December, 1975 and held discussions with the Manager of the Leather Production Centre, Karnal. The Commissioner was happy to know that the Centre had almost turned the corner and was likely to make a token profit this year. The Nigam was reported to have decided to set up a Card Board manufacturing unit at Gohana, which was expected to go into production by January, 1976. A Printing Press has also been set up in Ambala district for preparing college and school exercise books.

12.49 One unique feature of the Nigam was that loans were sanctioned for each district according to the population ratio of Scheduled Castes *vis-a-vis* the State. With a view to give preference to neglected sections among the Scheduled Castes over the advanced ones, the funds among persons belonging to Chamar community and other Scheduled Caste in the districts were being distributed in the ratio of 30 : 70. It is hoped that this policy decision would lead to the economic improvement of most backward sections among Scheduled Castes.

12.50 In *Uttar Pradesh*, the Uttar Pradesh State Scheduled Castes Finance and Development Corporation was set up in March, 1975 and during 1974-75 and 1975-76, grant of Rs. 29 lakhs and Rs. 32 lakhs respectively was sanctioned by the State Government. Loans were to be advanced to the beneficiaries by the Commercial Banks on the guarantee of the Corporation, but the Corporation was to charge the Scheduled Caste beneficiaries or the Co-operative Societies of the Scheduled Castes interest at the rate of 4 per cent only. Difference between higher rate of interest at which loans were advanced by the Commercial Banks and the 4 per cent to be repaid by the beneficiaries was to be borne by the Corporation out of the subsidy granted to them by the State Government. It was understood that the Corporation had not granted any loans so far and they were only scrutinising the applications received for grant of loans.

12.51 The Government of *West Bengal* had proposed to set up the West Bengal Scheduled Castes Development and Finance Corporation to plan and promote training programmes for increasing the skill and efficiency in traditional occupations to promote employment opportunities in various trades and crafts for establishing necessary infrastructure.

12.52 The Development Corporations meant for Scheduled Caste persons can serve their purpose only if requisite funds are made available to them by the State Government concerned and the nationalised Banks. It would be more purposeful if the grants given by the State Government concerned are used as margin money by the Development Corporations so that the beneficiaries can obtain loans from the Commercial Banks. Though this practice has been adopted by the Development Corporations of Scheduled Castes in some States. It is found that the response of the Banks have not been encouraging. Suitable instructions in the matter also require to be given to the Banks.

#### Training in methods of Co-operation

12.53 It has been suggested in the earlier reports that with a view to make co-operatives more purposeful for the persons belonging to Scheduled Castes and Scheduled Tribes, special training schemes for the benefit of Scheduled Caste and Scheduled Tribe persons should be launched. According to available information such training programmes were taken up in *Gujarat, Haryana, Himachal Pradesh, Kerala, Maharashtra, Manipur, Orissa, Rajasthan, West Bengal* and *Dadra & Nagar Haveli*.

12.54 It is suggested that the programme of training of Scheduled Caste and Scheduled Tribe persons in the methods of Co-operation should be taken up more seriously by the States and Union Territories concerned. This is also a field when the non-official agencies can play a useful role. The scheme of training and orientation programmes should be entrusted by the State Governments to the non-official agencies.

## CHAPTER 13

### HOUSING

Persons belonging to Scheduled Castes and Scheduled Tribes have had to face many difficulties in improving their housing matters. In the case of Scheduled Castes, the problem has been particularly acute on account of their poor financial position and prevailing social prejudices. At times the persons belonging to these communities were reduced to the position of virtual serfs because their huts happened to be constructed on the fields of their employers and they had to submit to the dictates of feudal elements.

#### Distribution of house-sites

13.2 It may be of interest to recall that the matter regarding allotment of house-sites was specifically referred to in the 1963-64 Report of the Commissioner. It was pointed out therein that nearly 34 lakhs of house-sites would be required for the landless workers belonging to Scheduled Castes. However, the various schemes implemented in the course of the three five year plans for providing house-sites/housing had taken care of only about 6.2% of these people, and in some of the major States like *Bihar, Maharashtra, Punjab, Rajasthan* and *Uttar Pradesh* the coverage in this regard was poor.

13.3 The scheme for provision of house-sites to landless workers in rural areas, was introduced in the Central Sector in October, 1971. It was, however, transferred to the State Sector with effect from the commencement of the Fifth Five Year Plan. The scheme provided for free allotment of developed house-sites to all landless families in rural areas and it was laid down that while formulating the projects, the State Governments should give priorities to those block in the districts having sizeable concentration of landless rural labourers particularly those belonging to Scheduled Castes and Scheduled Tribes. Besides, the State Governments were to ensure that there was no segregation of families belonging to Scheduled Castes and Scheduled Tribes and that such families were suitably interspersed alongwith other families.

13.4 According to latest available information, 16 States and 6 Union Territories were implementing this scheme and had allotted free house-sites to about 58,20,651 landless families out of which 18,92,441 belonged to Scheduled Castes and Scheduled Tribes. State-wise details may be seen at Appendix XXIV. Overall position regarding allotment of house-sites and handing over of possessions of the same to the persons concerned, is given in the undermentioned table :—

(a) Total number of house-sites allotted	58,20,651
(b) <i>Number of house-sites allotted</i>	
(i) Scheduled Castes	12,18,034
(ii) Scheduled Tribes	6,74,407
(iii) Total	38,16,513*
(c) <i>Number of possessions given</i>	
(i) Scheduled Castes	4,85,898
(ii) Scheduled Tribes	2,72,978
(iii) Total	27,35,950**

#### Steps taken by the State Governments/Union Territory Administrations for allotment of house-sites

13.5 Available state-wise details regarding allotment of house-sites are given in the undermentioned paras:—

- (1) *Andhra Pradesh*:—The Government of *Andhra Pradesh* issued an Ordinance on 12-9-1975 called the Land Acquisition (*Andhra Pradesh Amendment*) Ordinance, 1975, in order to modify the Land Acquisition Act, 1894 and to delegate the functions from the Government to the District Collector for the purpose of acquisition of land for house-sites.
- (2) *Assam*:— In *Assam* up to 30th September, 1975, 7,191 families were reported to have been given house-sites, out of which 1,975 families belonged to Scheduled Castes and 750 families to Scheduled Tribes. In the current year 12,300 families were proposed to be given house-sites, and families belonging to Scheduled Castes and Scheduled Tribes were to be specially considered in the allotment of house-sites.
- (3) *Gujarat*:— In *Gujarat*, all available land with the Government and Panchayats in respect of house-sites was already reported to have been distributed to the landless

\*The total number of house-sites allotted to Scheduled Castes and Scheduled Tribes does not tally as the break up of the house-sites allotted to Scheduled Castes and Scheduled Tribes is not available in respect of Bihar, Karnataka, Kerala and Uttar Pradesh.

\*\*The total does not tally as the break up of handing over possession of house-sites allotted to Scheduled Castes and Scheduled Tribes is not available in respect of Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Orissa, Uttar Pradesh and Delhi.



labourers. 80% of the eligible applicants were reported to have been allotted plots and even *sanads* were reported to have been issued to most of them. The State Government had instructed the Collectors to acquire land under urgency clause for distribution as house-sites to the remaining eligible persons.

(4) *Haryana*:— While pronouncing their decision on the important points in the two writ petitions lying before the Punjab and Haryana High Court, the judges held on 13-8-1975 that the State Government of *Haryana*, had the power to acquire land for the allotment of house-sites to the landless workers in the rural areas and that “the provisions of house-sites to the depressed, poor and the weaker sections of the Society had already been judicially construed with the concept of public purpose”. A large number of writ petitions had been filed in which the power of the State Government to acquire land for the allotment of house-sites to landless workers in the rural areas had been challenged. This decision of the Punjab and Haryana High Court removed legal hurdles which came in the way of proper implementation of the scheme of allotment of house-sites to the landless including those belonging to the Scheduled Castes.

(5) *Himachal Pradesh*:—The State Government of *Himachal Pradesh* was reported to have ordered a fresh survey of all landless and houseless rural families to ensure that none was left out. The possibility of increasing the area of the house-sites from 100 sq. yards to 200/250 sq. yards was also being considered by the State Government.

(6) *Jammu and Kashmir*:—In *Jammu and Kashmir*, the Deputy Commissioners had been asked to identify the house-sites and list out the landless and houseless persons. A beginning had been made in respect of collection of basic data regarding Jammu, Kathua, Udhampur, and Anantnag districts. The Social Welfare Department was also engaged in the work of allotment of plots of standard sizes to landless Scheduled Castes. 500 plots were reported to have been distributed to the Scheduled Castes. It was decided to reserve 25% of the house-sites for allotment to landless Scheduled Castes.

(7) *Kerala*:—In *Kerala*, the implementation of the Land Reforms Legislation was understood to be very effective and lakhs of poor tenant dwellers were made owners of their settlements. Even then about three lakh rural families consisting of about 15 lakh agricultural labourers were landless. Forced by circumstances they resorted to encroachment on any vacant land, road margins and even

private properties and were facing threats of eviction. To curb the tendency to encroach on road margins and to afford permanent settlements to these poor workers who could not be helped even by legislation, the Government of *Kerala* availed of the Government of India scheme for the provision of house-sites to landless rural workers to provide free house-sites to them and formulated the scheme known as the ‘one lakh housing scheme’. The scheme envisaged distribution of 100 houses in each of the 968 Panchayats. The funds for purchase of land were provided by the Union Government. About 1,000 hectares of land was acquired. The construction was carried out under the supervision and guidance of local Panchayat Committees. 50,000 houses had already been completed while another 20,000 houses were under various stages of completion.

(8) *Madhya Pradesh*:—The Government of *Madhya Pradesh* issued instructions that the actual possession of house-sites should be given to the allottees and all the Commissioners were directed to send their compliance reports to the Chief Secretary by 31st October, 1975. For development of plots an amount of Rs. 49.90 lakhs was allocated to the Panchayat Department. The Collectors were directed to ensure that the Development Assistants completed this work as quickly as possible and the Panchayat Department was also gearing up its machinery to execute the programme on priority. The State Government had completed a survey of the houseless in 70,883 villages. There were about 9.13 lakh eligible landless labourers and 7.36 lakh plots had been allotted. There were 1.30 lakh Scheduled Caste and 2.20 lakh Scheduled Tribe persons in need of house-sites. Action was also reported to be taken on priority basis to allot plots to the remaining eligible persons.

(9) *Tamil Nadu*:—The State Government of *Tamil Nadu* appointed a Special Deputy Director to attend to the work of allotment of house-sites. Upto 1972-73, the State Government was reported to have acquired 2.23 lakh house-sites covering an area of 14,498 acres and 2.15 lakh house-sites had been assigned to the Scheduled Castes. The State Government found that about 80,000 house-sites were vacant on which the beneficiaries had not built houses. The Government of *Tamil Nadu* conferred Kudiyiruppu rights by the enactment of Tamil Nadu Kudiyiruppu Act, 1972. The Tamil Nadu Kudiyiruppu Act which has been enforced in all the districts has revealed that more than 2 lakh Kudiyiruppus had acquired such right in this State. It was estimated that about 1.10 lakh Kudiyiruppus might belong to Scheduled Castes and more than one lakh of this were



in Thanjavur District. The total number of house-sites available for occupation by Harijans were of the order of 3.5 lakhs.

- (10) *Uttar Pradesh*:—In *Uttar Pradesh*, provisions regarding allotment of house-sites to the Scheduled Castes, Scheduled Tribes, village artisans and other landless agricultural labourers were made in the year 1971, by adding a new Section 122-C to the *Uttar Pradesh Zamindari Abolition and Land Reforms Act, 1950*, and a drive was launched in the year 1972 to allot house-sites to the weaker sections. In spite of making these legal provisions and launching of campaigns under executive orders, complaints of disregard of rules governing distribution of agricultural land and house-sites were observed. With a view to solve such problems the State Government decided to constitute Non-official Land Reforms Committees at the State and District levels. The Committee was also to supervise the allotment of land acquired under the *Land Acquisition Act, 1894*, for house-sites to weaker sections.

The work of allotment of house-sites had been completed in 26 districts, and in the remaining districts the work was in progress. It was estimated that acquisition of 1600 hectares of land had to be made costing Rs. 160 lakhs for providing house-sites to the Scheduled Castes and other weaker sections in the rural areas. The programme had received a set-back because the acquisition proceedings had been challenged in many cases through writ petitions filed in the Allahabad High Court. In all about 1200 writ petitions had been filed. To see that these petitions were heard speedily, the State Government had filed counter affidavits against 215 writ petitions and similar action for the rest was being taken by the State Government. In the course of his tour in Lucknow, the Deputy Commissioner was given to understand that there were about 17,000 house-sites possession of which had not been given to the Scheduled Caste beneficiaries and instructions had been issued to the district authorities to see that possession of house-sites was given to the Scheduled Castes at an early date. The Government of *Uttar Pradesh* had provided an amount of Rs. 75 lakhs during the current year for acquisition of house-sites. This money was likely to fall short of the amount required for acquisition of house-sites.

A study regarding allotment of house-sites to the persons belonging to Scheduled Castes was undertaken by this office in the Jaunpur District of *Uttar Pradesh*. In the course of the survey, besides contacting district officials and non-officials, six villages of the district were also visited. Following are the salient points observed in the course of the study :—

- (1) 15,164 families of Scheduled Castes were allotted 207.57 hectares of land for house-sites and 2,363 families belonging to other communities received 34 hectares of land for this purpose. No land was acquired for the purpose of allotment of house-sites and all the beneficiaries received gaon sabha lands.
- (2) Out of a total number of 17,527 allottees of house-sites only 1,327 i.e. 7.5% had been able to construct houses on the sites allotted to them. This was ascribed to a number of factors like lack of drinking water facilities, allotment of sites at unsuitable and inconvenient places and lack of resources at the command of beneficiaries.
- (3) It was stated by some prominent Scheduled Caste persons of Jaunpur District that some disputes had taken place amongst Scheduled Castes in respect of the lands that were shown as barren or in non-occupation in government records, but were actually owned by Scheduled Castes. It was also represented by them that at some places house-sites had been allotted in a manner leaving no place for passage etc. and this had led to disputes amongst persons belonging to Scheduled Castes. The area of an average plot allotted was also stated to be much below the requirements.
- (4) In the respective villages of Rampur (Tehsil Jaunpur), Karmahi (Tehsil Jaunpur) and Basnari (Tehsil Kerakat) in all 53 house-sites had been allotted, out of which 34 sites had been allotted to the persons belonging to Scheduled Castes. However, none of the Scheduled Caste beneficiary had made use of the allotted site in any manner. The sites were just lying vacant. In Sawayan village, Tehsil Shahganj 3 persons belonging to Scheduled Castes were allotted house-sites in 1972, but all these sites were lying unused.

13.6 Distribution of house-sites for landless and weaker sections has been included as one of the items under the 20-Point Programme announced by the Prime Minister on July 1, 1975. The work of allotment of house-sites has picked up momentum after the declaration of Emergency and between 1st July, 1975 and 5th October, 1975 alone approximately 11 lakh house-sites have been distributed in the States of *Assam, Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Kerala, Karnataka, Maharashtra, Punjab, Rajasthan, Uttar Pradesh and West Bengal*. However, separate information regarding the house-site distributed to the persons belonging to Scheduled Castes and Scheduled Tribes was not available.

13.7 In the conference of State Ministers of Housing and Urban Development held at Bhopal in October 1975 following recommendations were made for speeding up the programme of allotment of house-sites :—

- (i) The house-sites allotted to landless workers should be developed as expeditiously as possible as otherwise the allottees may not be keenly interested in taking possession of and putting up of huts/houses on the house-sites which were not properly developed.
- (ii) Actual possession of the house-sites should be given to the allottees.
- (iii) The scope of the scheme for provision of house-sites to landless workers in rural areas should be extended to all landless workers, artisans, fishermen, etc.
- (iv) In view of the increase in cost of development the existing ceiling of Rs. 150 per plot should be raised to Rs. 300 and in case of hilly areas, the ceiling should be raised to Rs. 500 per house-site.
- (v) For the speedy implementation of this programme the scheme should be transferred to the Central Sector and adequate funds provided for the purpose.

**It has been learnt that quite a large number of beneficiaries belonging to the Scheduled Castes and the Scheduled Tribes have not been able to construct their houses on the sites allotted to them. It may be due to lack of resources or allotment of uneven sites at inconvenient places. It is hoped that the authorities concerned would take steps to render necessary credit assistance and also get the sites developed or changed in genuine cases of hardship.**

#### **Working of the Special Corporations established for the housing of Scheduled Castes and Scheduled Tribes**

13.8 It was found at many places that persons belonging to the Scheduled Castes had not been able to make use of their house-sites on account of their meagre resources. It was, therefore, felt by the State Governments that they should set up Housing Corporations for assisting the Scheduled Caste and Scheduled Tribe persons for construction of houses. The State Governments of *Andhra Pradesh, Karnataka, Rajasthan, Tamil Nadu* and *Kerala* established Special Housing Corporations to advance loans to the persons belonging to these categories by taking loans from Life Insurance Corporation for solving their housing problems.

13.9 Brief review of the working of some of the Housing Corporations established for the Scheduled Castes and the Scheduled Tribes is given below :—

- (1) **Andhra Pradesh State Scheduled Castes and Scheduled Tribes Cooperative Housing Societies Federation Ltd., Hyderabad**

The Federation was registered on 26-5-1971 to finance societies affiliated to it

and to advance loans to their members for construction of houses by obtaining loans from the State and Central Governments, Life Insurance Corporation of India etc. 21 District House Building Societies were formed and affiliated to the Federation. The membership of the District Societies consisted of Scheduled Castes, Scheduled Tribes, denotified tribes and other backward classes. The Managing Committee of the Federation consisted of 15 members, of whom 9 were officials nominated by the Government. The Commissioner of Tribal Welfare was the Chairman of the Managing Committee. During 1974-75, out of 57,437 houses undertaken for construction, 49,846 houses were completed, of which 44,018 houses were occupied by the beneficiaries. Steps were taken to get all the houses occupied by the allottees and in the event of the allottees not willing to occupy the houses, the societies were advised to allot the houses to other persons who were willing to occupy them. Some instances of leakage of houses were also brought to the notice of the Federation. The Collectors were reported to have taken action to get the houses renovated and the defects in the construction rectified and hand over them to the members. It was reported that 88% of the houses were occupied by the beneficiaries. The total amount of loans released to the Societies for construction of 57,437 houses was Rs. 9.91 crores, comprising Rs. 875 lakhs borrowed from the Life Insurance Corporation and Rs. 116 lakhs utilised from out of the owned capital. Of the amount of Rs. 875 lakhs released by the Life Insurance Corporation, an amount of Rs. 150 lakhs was repaid and the balance of Rs. 725 lakhs was outstanding under principal, by 31-3-1975. Out of the amount of Rs. 991 lakhs disbursed to the District Societies an amount of Rs. 150 lakhs fell due as on 31st March, 1975, besides interest amounting to Rs. 162 lakhs. The District Societies recovered Rs. 1.20 lakhs from members as on 31-5-1975. In view of poor recovery position, Government provided financial assistance to the Federation by way of subsidy to meet the latter's obligation to the Life Insurance Corporation in repayment of instalment of loan and interest at the due dates. The Government was reported to have provided subsidy to the Federation to the extent of Rs. 284 lakhs to enable the Federation to repay the instalments of loan and interest due to the L.I.C. The State Government was reported to have provided to the Federation financial assistance of Rs. 40 lakhs as grant for implementation of Economic Support Schemes under Special Employment Programme to help generate additional income to 1,573 members of the societies so as to enable them to repay the annual instalments of loan under housing schemes.

(2) **Karnataka State Scheduled Castes and Scheduled Tribes Cooperative Housing Corporation Ltd., Bangalore**

The Housing Corporation came into being on 14-3-1966 to accelerate the progress of construction of houses by the Scheduled Caste and the Scheduled Tribe people and to provide them better living facilities. The State Government had taken a loan of Rs. 3.50 crores from Life Insurance Corporation of India and given to the Corporation Rs. 3.40 crores as loan and Rs. 10 lakhs as share contribution to enable it to advance loans to the Scheduled Castes and Scheduled Tribes House Building Cooperative Societies. The Societies were asked to give the loan to the individual members at the 3% rate of interest per annum. The Corporation had repaid one instalment of Rs. 20 lakhs and as on 30-6-1975 an amount of Rs. 3.20 crores was outstanding. This Housing Corporation had on the guarantee of Government raised a further loan of Rs. 40 lakhs from the Life Insurance Corporation of India during 1972. This loan was repayable in 20 annual instalments of Rs. 2 lakhs each along with interest every half year. The loan outstanding as at the end of the year 1974-75 was Rs. 34 lakhs. The Corporation had sanctioned loans for construction of 22,792 houses through 175 primary housing societies involving an amount of Rs. 488.44 lakhs. It had disbursed an amount of Rs. 428.42 lakhs for construction of 22,748 houses. As regards progress of construction work, 17,112 houses were complete, in 3,972 cases basement was completed and super structure was in progress, while in the remaining 1,664 cases, the construction was at foundation stage only. So far Rs. 5.09 lakhs towards principal and Rs. 17.33 lakhs towards interest had been recovered from societies, against which Rs. 20 lakhs towards principal and Rs. 65.94 lakhs towards interest had been repaid to the Government. Against loan borrowed from Life Insurance Corporation up-to-date instalment to the extent of Rs. 6 lakhs towards principal and Rs. 9.17 lakhs towards interest had been repaid. This Housing Corporation was not reported to be given any margin between the rate at which loans were borrowed and issued to the societies and, therefore, it was reported to be incurring losses. The Housing Corporation was understood to have sent up proposals to Government to provide subsidy to the extent of the losses incurred.

(3) **Tamil Nadu Harijan Housing and Development Corporation**

The Government of *Tamil Nadu* set up a Housing Corporation in 1973-74 to undertake development of housing facilities for the

Harijans. During 1974-75, the State Government desired the Corporation to construct 30,000 houses for Scheduled Castes. These houses were to be built on the lands already acquired for allotment of house-sites to the Scheduled Castes in various villages in the State. By the end of October 1974, the Corporation had taken up the task of constructing 10,000 houses. Each house were likely to cost between Rs. 3,000 to Rs. 3,500. Each house was to consist of two rooms, a kitchen, bath and a lavatory. Each beneficiary was to be given approximately 1,200 sq. ft. of area. The construction work had been started in all the districts by the Corporation itself either departmentally or through contractors by supplying material. Doors and windows were being manufactured at a Central place to save money. The State Government was giving cent per cent grant to the Corporation for the purpose. This scheme was a great improvement on the housing schemes so far executed under the Backward Classes Sector. The Corporation had also appointed a project officer whose main job was to launch economic support programme.

**Housing facilities available under Social Housing Schemes for Scheduled Castes and Scheduled Tribes**

13.10 The Social Housing Schemes introduced by the Ministry of Works and Housing were applicable to all members of the public. However, in view of their poor economic condition, persons belonging to the Scheduled Castes and Scheduled Tribes were expected to derive considerable benefit, especially from the following housing schemes :—

- (i) Village Housing Projects Scheme;
- (ii) Low Income Group Housing Scheme;
- (iii) Slum clearance/Improvement scheme; and
- (iv) Subsidies Housing Scheme for Plantation Workers.

Except for the Subsidies Housing Schemes for Plantation Workers which was in the Central Sector, remaining schemes were in State Sector and implemented by the State Governments and Union Territory Administrations who were competent to frame rules for the administration of the schemes subject to the fulfilment of the broad principles laid down in the respective schemes. Central financial assistance to the States etc. for all the State Sector schemes was given to the State Governments by the Ministry of Finance in the shape of block loans and block grants without being tied to any particular scheme, project and head of development. The State Governments were free to utilise the block assistance on various schemes according to the requirements and priorities to be determined by them.

### 13.11 (i) *Village Housing Projects Scheme*

The Scheme of Village Housing Projects was introduced in 1957 and provided for grant of loan assistance to individuals and their cooperatives for construction and improvement of houses in villages. The amount of loans was restricted to 80% of the cost of construction subject to the maximum of Rs. 5,000. In the case of members of Scheduled Castes and Scheduled Tribes, they were permitted to combine the facilities of village Housing Projects Scheme with the grants etc. admissible to them under the programme for the welfare of Scheduled Castes and Scheduled Tribes by the Ministry of Home Affairs. Further, in the matter of selection of villages for development under the scheme, the State Governments were required to give preference to areas having substantial population of backward classes.

### (ii) *Low Income Group Housing Scheme*

The Scheme provided for the grant of loans to individuals and their cooperative societies whose income did not exceed Rs. 7,200 per annum for the construction of houses for their *bona fide* residential use. The amount of loan was restricted to 80% of the cost of a house (including the cost of developed land) subject to a maximum of Rs. 14,500 per house. The loan was recoverable in easy annual instalments. Following facilities/concessions were available to the Scheduled Castes and Scheduled Tribes under this scheme:

- (i) The Low Income Group Housing Scheme provided that Cooperative Societies should receive preference in the matter of disbursement of loans and that amongst the co-operative societies preference should be given to those societies having members, belonging to Scheduled Castes and Scheduled Tribes.
- (ii) The State Governments could earmark upto  $7\frac{1}{2}$  per cent of their allocation under the Low Income Group Housing Scheme for grant of Loans to local bodies, to enable the latter to construct houses for the exclusive use of their own low-paid employees, particularly those belonging to sweepers and scavengers. These houses could be sold or let out by the local bodies to their low-paid employees on a no-profit-no-loss basis.
- (iii) The State Government could grant subsidy to the local bodies out of the funds made available by the Union Ministry of Home Affairs for amelioration of the living conditions of the Scheduled Castes, in addition to the loan assistance available to the local bodies for construction of houses under the Low Income Group Housing Scheme. It was necessary, however, to ensure that the additional amount given as subsidy resulted in reducing the loan amount admissible under the latter scheme and it was not adjusted against the 20 per cent share of the cost, which was required to be contributed by the local bodies from their own resources.

At the time of formulation of projects for construction of houses under the Low Income Group Housing Scheme, the local bodies may be required to intimate specifically the number of tenements they propose to allot to scavengers and sweepers, who may be entitled to subsidy under the scheme for amelioration of the living conditions of the Scheduled Castes. The State Governments would then sanction subsidy to the extent admissible, if necessary in consultation with the Union Ministry of Home Affairs. The balance of the amount should be given as loan under and subject to the terms and conditions prescribed under the Low Income Group Housing Scheme.

### (iii) *Slum Clearance and Improvement Scheme*

This scheme was introduced in May, 1956 and provided for the acquisition of slum areas and the rehousing of families living in slum areas whose income did not exceed Rs. 350 p.m. Central financial assistance admissible under the scheme to the State Governments was to the extent of  $87\frac{1}{2}$ % of the approved cost of the projects (50% as loan and  $37\frac{1}{2}$ % as subsidy); the remaining  $12\frac{1}{2}$ % was provided by the States/Local Bodies as their share of subsidy. In addition to  $37\frac{1}{2}$ % of subsidy admissible under this scheme, another  $12\frac{1}{2}$ % subsidy was also admissible for the rehousing of slum dwellers belonging to Scheduled Castes and Scheduled Tribes out of the funds available with the Ministry of Home Affairs for the benefit of these communities. If this additional subsidy was taken advantage of the loan content of the scheme was reduced to that extent.

### (iv) *Subsidised Housing Scheme for Plantation Workers*

This scheme was introduced in 1956 and was transferred from the State Sector to the Central Sector with effect from the 1st April, 1970. It provided for grant of financial assistance to planters to the extent of  $87\frac{1}{2}$ % of the approved cost of houses (50% loan and  $37\frac{1}{2}$ % subsidy); and the balance to be provided by the planters from their own resources. The houses built thereunder were intended for allotment to eligible plantation workers free of rent. Most of the plantation workers were expected to be from tribal areas and thereby eligible to the benefit of rent-free accommodation under the scheme. The progress in the construction of houses under this scheme, was however, not impressive inasmuch as about 2,60,000 eligible workers were yet to be provided with rent-free accommodation. Detailed state-wise information regarding the benefits derived by the persons belonging to the Scheduled Castes and the Scheduled Tribes from schemes like Village Housing Projects; Low Income Group Housing; Slum Clearance/Improvement and Subsidised Housing Scheme for Plantation Workers, was not available. It is considered necessary that in order to know the benefits derived by the persons

belonging to the Scheduled Castes and the Scheduled Tribes from Social Housing Schemes, separate data should be compiled to know as to what extent they have benefited from General Housing Schemes.

#### Electrification of Tribal Areas/Harijan Bastis

13.12 According to latest available information the Rural Electrification Corporation had sanctioned

94 Rural Electrification Schemes upto 31st October, 1975 for tribal areas of various states with a total loan assistance of Rs. 44.69 crores. These together on completion would electrify 7,882 villages, energise 43,628 pumpsets and provide electricity to 7,143 agro-industries and 1,47,481 domestic and commercial establishments. State-wise details are given in the table below :—

Sl. No.	Name of State	No. of Projects	Loan amount (Rs. in lakhs)	Position as on 31-10-1975			
				Coverage			
				Village	P/sets	Ind.	Dom/Com
1	2	3	4	5	6	7	8
1. Andhra Pradesh	.	11	452.703	787	1,460	255	5,886
2. Assam	.	4	262.082	431	187	793	18,572
3. Bihar	.	14	909.534	1,773	6,170	1,386	23,210
4. Gujarat	.	4	108.270	148	3,000	288	9,250
5. Himachal Pradesh	.	1	27.508	149	11	42	4,720
6. Madhya Pradesh	.	21	877.273	1,272	14,442	1,264	8,415
7. Meghalaya	.	3	119.668	181	147	152	4,619
8. Maharashtra	.	9	369.523	622	7,370	881	17,450
9. Nagaland	.	1	46.017	21	—	17	1,165
10. Orissa	.	15	623.630	1,576	4,934	1,246	32,691
11. Rajasthan	.	9	541.745	679	5,907	668	10,503
12. Uttar Pradesh	.	1	71.830	112	—	30	1,300
13. West Bengal	.	1	59.503	131	—	121	9,700
		94	4,469.286	7,882	43,628	7,143	1,47,481

The Rural Electrification Corporation had with a view to ensure fair distribution of available funds among tribal and non-tribal areas, decided to make specific allocation for tribal areas out of the total funds allotted to Rural Electrification Corporation under the minimum needs programme and the normal programme of the Corporation. In the draft Fifth Five Year Plan, an amount of Rs. 71.22 crores was allocated to tribal areas under the Minimum Needs Programme funds and an amount of Rs. 19.86 crores was allocated to these areas under the normal funds. The allocation was, however, contingent on the draft plan provision actually being made available to the Corporation for the programmes. Information regarding electrification programmes for harijan bastis was not readily available.

#### Delhi Development Authority

13.13 In 1968 Delhi Development Authority had made 15% reservation of flats for Scheduled Castes, Scheduled Tribes, Widows of Defence Personnel, Political Sufferers and Ex-Servicemen. Upto 31st March, 1973, 793 flats were allotted to persons belonging to the Scheduled Castes/Scheduled Tribes out of a total number of 13,937 flats. This reservation was not considered sufficient to accommodate persons belonging to Scheduled Castes and Scheduled Tribes. Subsequently a Special Registration Drive was undertaken by the Delhi Development Authority under which only persons belonging to the

Scheduled Castes and the Scheduled Tribes could get their names registered for allotment of flats constructed by the Authority. In this specific registration drive about 5,400 persons were registered with the Authority in different categories. Registration amount from persons belonging to the Scheduled Castes and the Scheduled Tribes was charged at the rate of Rs. 2,500 for Middle Income Group, Rs. 1,500 for Low Income Group and Rs. 100 for Janata Category flat, as against the prescribed registration amount of Rs. 5,000, Rs. 3,000 and Rs. 500 from members of general public respectively. The reservation for allotment of plots for Scheduled Castes and Scheduled Tribes falling under Janata and Community Service Personnel category flats constructed by the Delhi Development Authority had been raised from 15% to 25% in new residential schemes. Reservation to the extent of 12.8% had already been provided in the auction of built-up shops to the Scheduled Castes and Scheduled Tribes and 7 built-up shops had been auctioned to the persons of this category. About 200 slum tenements were reported to have been allotted and basic amenities like provision of brick paving, public hydrants, public community latrines and bath rooms etc. had been provided in the J.J. clusters and Harijan Bastis. The Delhi Development Authority had constructed 28,024 houses in Delhi, out of which 26,522 houses had been allotted upto 22-11-1975. Out of the total number of 26,522 flats allotted, 3,371 flats had been allotted to the persons belonging to the Scheduled Castes and the Scheduled Tribes,

From 1-6-1975 to 22-11-1975, 2,449 houses were allotted, out of which 577 houses were allotted to the persons belonging to Scheduled Castes and Scheduled Tribes.

13.14 In the recent months many houses and shops of the persons belonging to Scheduled Castes have been demolished in the capital. **It is hoped that the Delhi Development Authority will take adequate care of all the affected persons belonging to Scheduled Castes and rehabilitate them suitably on alternate sites.** The Delhi Development Authority had taken up the task of rehabilitation of persons belonging to weaker sections of the society. According to available information prior to 1975 plots measuring 25 sq. yds. and 80 sq. yds. were allotted to 46,115 and 5,126 persons respectively at 18 different places. Besides, 4,097 persons were allotted tenements. From 1975 onwards, 1,51,286 plots measuring 25 sq. yds. were allotted in the 27 colonies of Delhi. The settlers were also provided with amenities like hand pumps, hydrants, latrines, tube-wells, sweepers, light points, park sites, adult literacy centres, bus services, milk booths, coal depots and kerosene oil depots etc. The Delhi Development Authority were also taking action for opening work centres in each colony and efforts were being made to ensure that industrial and commercial areas were developed in the vicinity of these colonies so that the allottees could get employment. However, as a number of representations were being received in the Office from the Scheduled Caste persons regarding their grievances about allotment of plots, lack of facilities etc., the Commissioner for Scheduled Castes and Scheduled Tribes visited some colonies like Dakshinpur, Khichripur and Kalyanpur. The efforts of the Delhi Development Authority deserve to be appreciated for taking up this gigantic task of settling such a large number of persons. However, the settlers continued to face several problems in their new places, some of which are listed below:—

- (i) Small plots had been allotted to the settlers without leaving any back lanes. This is the main defect in the layout of the housing plots. The houses when constructed will have no proper ventilation system. As such the people residing in these houses will permanently suffer due to lack of air and sun light. It is unfortunate and surprising how this important aspect has escaped the attention of the Planners including the architects. The level of the roads was comparatively higher to that of the residential plots and it was feared that during rainy season the water may accumulate in the residences of the settlers.
- (ii) Settlers had been removed to distant places from their places of occupations causing them hardships in reaching their places of work. Quite a large number of settlers who used to work as casual labourers found it extremely difficult to get jobs. At some

places fear were expressed by the elders of the community that the members of the younger generations may take up criminal activities in the absence of gainful means of employment.

- (iii) Some primary schools had been started to give educational facilities to the children of the settlers but none of the schools had its building. The settlers were also facing problems in getting drinking water. Even otherwise, sufficient care had not been given in providing hygienic and sanitary facilities.

**The Delhi Development Authority should give urgent and sympathetic consideration to the above mentioned problems of the settlers and do something positive in this regard.**

**Reservations made by the Housing Boards for allotment of houses/plots to the persons belonging to Scheduled Castes and Scheduled Tribes**

13.15 Housing Boards have been established in the States of *Andhra Pradesh, Bihar, Gujarat, Haryana, Kerala, Madhya Pradesh, Maharashtra, Karnataka, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh, West Bengal* and Union Territory of *Goa, Daman and Diu*. Available information regarding the reservations made for the persons belonging to the Scheduled Castes and the Scheduled Tribes in the allotment of houses/plots by various Housing Boards is given below:—

#### **Andhra Pradesh Housing Board**

Reservations to the extent of 15% (12% for the Scheduled Castes and 3% for the Scheduled Tribes) had been made in the allotment of houses constructed by the Board.

#### **Gujarat Housing Board**

It was decided to make reservation of 10% in the Low Income and Middle Income Group Housing Schemes under which houses were allotted on hire purchase basis. 5% reservation had also been made for these communities in respect of houses given on rental basis under the Integrated Subsidised Housing Scheme.

#### **Gujarat Rural Housing Board**

The Board had not commenced any scheme during 1974-75 and during 1975-76, one scheme viz., Low Income Group Housing Scheme was taken up by the Board. No reservation had been made for the persons belonging to the Scheduled Castes and the Scheduled Tribes. Subsequently 3 schemes were reported to be at various stages of the progress, two of which were taken up in tribal areas. It was stated to be the general policy of the Board to give preference to the Scheduled Castes and the Scheduled Tribes, if they fulfilled the conditions of the scheme.



### **Haryana Housing Board**

The Board had decided to reserve 10% houses for the members of the Scheduled Castes in all the colonies constructed by it. According to available information 23 EWS houses were allotted to members of the Scheduled Castes during 1973-74 at Faridabad and 2 MIG houses allotted to this category of applicants during 1974-75.

### **Kerala State Housing Board**

As per the Kerala State Housing Board Act, 1971, 2 of its members shall belong to Scheduled Castes and Scheduled Tribes. The Board decided to extend the following benefits to the persons belonging to Scheduled Castes and Scheduled Tribes:—

- (1) 20% of the plots to be reserved for the applicants belonging to the Scheduled Castes and the Scheduled Tribes.
- (2) Besides reserved quota, preference to be given to the applicants belonging to the Scheduled Castes and the Scheduled Tribes in respect of allotment from the open quota.
- (3) Earnest money deposit payable by the Scheduled Castes and the Scheduled Tribes to be reduced to 50% of the amount payable by other allottees in a particular scheme.
- (4) The period of repayment of hire purchase instalments to be spread over to 20 years.
- (5) Initial deposit payable by them to be reduced to 10% of the cost.

The Board also decided that 50% of the land value alone needed to be realised from the allottees belonging to the Scheduled Castes and the Scheduled Tribes. This decision was, however, subject to State Government's willingness to subsidise the loss/deficiency on these accounts to the Board by paying equal sum as compensation.

### **Madhya Pradesh Housing Board**

The Tribal and Harijan Welfare Department was reported to have given administrative approval of Rs. 98.50 lakh for the construction of 1,970 houses for the Scheduled Castes and the Scheduled Tribes in 8 districts of the State. The construction of houses had been entrusted to the Board. Till 30th September, 1975, 201 houses were reported to have been completed and 611 houses were under construction.

### **Maharashtra Housing Board**

20% of the tenements constructed by the Maharashtra Housing Board and Vidharbha Housing Board were reserved for members of the Scheduled Castes, Nav Budhas, Scheduled Tribes, Nomadic Tribes and Denotified Tribes. In the

case of Low Income Group and Middle Income Group Housing Schemes, 75 of the tenements constructed were being allotted on hire purchase basis and the remaining 25% given on rental basis. 20% of the 75% tenements on hire purchase basis were to be reserved for the 4 groups mentioned above. As far as 25% tenements allotted on rental basis were concerned, 5% reservation of tenements under each of these two schemes had been reserved for the persons belonging to these 4 groups. It has also been laid down that in new constructions, care was required to be taken to see that the members of the 4 groups were not allotted tenements in one block but in tenements dispersed throughout the tenements available for allotment.

### **Punjab Housing Board**

10% of the houses built by the Board had been reserved for allotment to the Scheduled Castes. During 1974-75 the Board had constructed 304 houses for the economically weaker sections of the society and reserved 30 houses therefrom for allotment to the Scheduled Castes, but as only 28 eligible Scheduled Castes applied for the houses all of them were allotted the same.

### **Rajasthan Housing Board**

The Board reserves 17% of houses for allotment to the persons belonging to the Scheduled Castes, the Scheduled Tribes and defence personnel etc. The Board was also reported to be giving concession in payment of registration fee to the persons belonging to the Scheduled Castes and the Scheduled Tribes. The persons belonging to these categories were required to deposit only 5% of the prescribed registration fee.

### **Tamil Nadu Housing Board**

The Board had issued instructions to reserve 10% of the houses/plots constructed and developed by the Board on hire purchase basis under the various schemes for allotment to the Scheduled Castes and the Scheduled Tribes.

### **U.P. State Housing and Development Board**

Reservation to the extent of 20% had been made for Scheduled Castes in the allotment of houses built for economically weaker sections of the society. For registering their names as intending purchasers for houses meant for Low Income Group and Economically Weaker Sections of the society, the Scheduled Castes were required to deposit only 10% of the prescribed earnest money, i.e., Rs. 300 for Low Income Group and Rs. 50 for economically weaker section group houses. Housing schemes were reported to have been taken up in Lucknow, Allahabad, Meerut, Aligarh, Moradabad, Dehradun, Saharanpur, Bareilly, Unnao, Shahjahanpur, Faizabad and Rae-Bareilly.



### Goa, Daman and Diu Housing Board

2% of the housing plots had been reserved for allotment to the persons belonging to backward classes.

It was not known whether the State Housing Boards of *Bihar, Karnataka, Orissa* and *West Bengal* had made reservations in their housing schemes for the persons belonging to Scheduled Castes and Scheduled Tribes. It is suggested that all the Housing Boards should make reservations at least in proportion to the population of the Scheduled Castes and the Scheduled Tribes to the total population of the States concerned for allotment of tenements built by them under various schemes.

### Allotment of Government Accommodation

13.16 According to the instructions issued by the Government of India in November, 1969, 5 per cent of the vacancies becoming available in the general pool in Types I and II were reserved for the persons belonging to the Scheduled Castes and the Scheduled Tribes. In September, 1973, according to the instructions issued by the Ministry of Works and Housing, a decision was taken to increase from 5% to 10% the reservation of accommodation in Types I and II for allotment to the persons belonging to Scheduled Castes and Scheduled Tribes. It was also decided that the vacancies becoming available in the 10% quota for the Scheduled Castes/Tribes employees should be allotted in the ratio of 2 : 1 and for this purpose separate waiting lists should be prepared. It was suggested in the earlier Report of the Commissioner that in view of the acuteness of the housing problem in the case of Government employees belonging to the Scheduled Castes and the Scheduled Tribes, the Ministry of Works and Housing should make reservation for Scheduled Castes and Scheduled Tribes to the extent of 15% and 7½% respectively in the allotment of Government accommodation. The Directorate of Estate issued an order on 18th September, 1975, reserving 5% of the clear vacancies in Types III and IV for Scheduled Caste and Scheduled Tribe employees, over and above the existing reservation of 10% in Types I & II quarters for employees belonging to Scheduled Castes and Scheduled Tribes. However, information regarding the number of quarters actually allotted to the persons belonging to these categories was not available. It was suggested in the last Report that the State Governments should also fall in line with the policy of the Government of India and make specific reservations in the allotment of Government accommodation to their staff belonging to Scheduled Castes and Scheduled Tribes. However, it is not known as to what action has been taken by the State Governments concerned in this regard.

### Housing under Backward Classes Sector

13.17 As mentioned in the earlier reports of the Commissioner, some Housing Schemes were taken up for the Scheduled Castes and the Scheduled Tribes in the Backward Classes Sector, but due to

limited allocations made for this purpose it was not possible to bring about any perceptible impact in improving their housing conditions. In the Second Five Year Plan, the Government of India had started giving funds to the State Governments/Union Territory Administrations under Centrally Sponsored Programme for construction of houses for sweepers and scavengers. This programme benefited considerable number of Scheduled Caste persons. The underlying idea in selecting this category of Scheduled Caste persons for grant of housing subsidy funds was that they were at the lowest rung of society and victims of traditional practice of untouchability. Subsequently, the Planning Commission decided that the scheme of improvement in the working and living conditions of those engaged in unclean occupations should be dropped from the Centrally Sponsored Programme with effect from the Fifth Plan. It was suggested by the Ministry of Home Affairs to all the State Governments that due attention should be given to the problems of those engaged in unclean occupations and adequate funds should be provided in the General Sector Plans. However, no information is available as to what extent this scheme has been taken care of by the State Governments in their general Sector Programmes. **There is still a lot of ground to be covered in solving housing problem of the persons belonging to Scheduled Castes and Scheduled Tribes and to ensure adequate benefits to them from General Housing Schemes, some quantification of General Sector Resources should be done.**

13.18 In September, 1975, the Union Ministry of Home Affairs issued revised instructions regarding pattern of Housing Schemes during the Fifth Five Year Plan period. Following are the salient points of the decision of the Government of India:—

- (a) The minimum accommodation to be provided in each house should have a floor area of 220 sq. ft. consisting of a living room, a multipurpose room and a store. Out of this, 120 sq. ft. should be for the living room and the remaining 100 sq. ft. for the multipurpose room and the store. Besides, a bathing platform and a cheap sanitary latrine should be provided wherever feasible.
- (b) The nature of construction and the choice of specifications should be such that the roof of the house should last not less than 20 years.
- (c) For the purpose of financial assistance by the Centre, the ceiling cost should be fixed as Rs. 2,000 per house in general areas, 2,500 in black cotton soil areas, hilly regions, remote places and Jammu Province and Rs. 3,000 in other parts of the Jammu and Kashmir State and in areas bordering Himalayas and actually subject to heavy snowfall.

- (d) The Central assistance would continue to be given on the basis of block-grants and block-loans. The Central subsidy would be given on the basis of 75 per cent of the approved ceiling cost. The remaining 25% of the cost should be borne by the beneficiaries either in cash or building materials or by way of voluntary labour. Construction of costly houses in rural areas should be discouraged and no house the estimated cost of which, exceeds Rs. 3,000 should be eligible for a subsidy under the Housing Scheme for the welfare of Backward Classes.
- (e) The housing problem of tribals was not as acute as that of the Scheduled Castes and it was, therefore, suggested that Government assistance for tribal houses should be extended under special circumstances such as settling of shifting cultivators or resettlement of those displaced by development projects. Even under these circumstances the Government assistance should be restricted to assistance in terms of cash and building material, leaving the concerned tribals to build the houses according to their own choice and convenience.
- (f) The benefit of assistance for house-sites and housing should go to the poorest among the Scheduled Castes and Scheduled Tribes.
- (g) As far as possible, assistance for housing should be given to a group of families coming together either in the form of a cooperative or otherwise instead of to individuals. This would facilitate acquiring land and developing sites for construction on a pattern consistent with modern standards of town and country planning.
- (h) In the process of encouraging construction of housing colonies, instead of isolated houses, due precaution should be taken to ensure that it does not lead to segregation of Scheduled Caste. For this purpose 10% to 25% of the sites should be reserved for non-Scheduled Castes. To make sure that the required number of non-Scheduled Castes come forward to avail themselves of this allotment, they should be offered the same terms of assistance as applicable to Scheduled Castes.
- (i) The Programmes of housing colonies in rural areas should be linked up with the occupational life of the beneficiaries.

**The revised instructions contain good points like those of removing the problem of segregation of harijan localities, and can be expected to bring about some integration.**

## CHAPTER 14

### MEDICAL AND PUBLIC HEALTH

#### Primary Health Centres

There is a general lack of medical and public health facilities in remote rural and tribal areas. Health services in rural areas are provided through a network of Primary Health Centres and Sub-Centres. Upto 31st March, 1975, 5293 Primary Health Centres and 33,616 Sub-Centres had been established in 5238 Community Development blocks in the country. 129 Primary Health Centres are yet to be established in these blocks. Many of the Primary Health Centres already established are not functioning properly. A minimum of two doctors are required to run a Primary Health Centre efficiently, but there are 2179 Primary Health Centres which are working with only one doctor each and 41 centres without even one doctor. A statement showing Statewise details of the Primary Health Centres with one doctor or without a doctor along with the number of Sub-Centres is given at Appendix XXV. Since these Primary Health Centres and Sub-Centres are expected to cater to the medical and health care needs of the tribal population it is essential that the existing ones in the tribal areas are fully equipped and wherever they are not there, new ones should be established.

14.2 The main emphasis in the Fifth Five Year Plan is on providing integrated health services to meet the basic needs of the people in tribal and backward areas and obviously the strategy to meet the requirements of tribal people will have to be different from the normal approach for general population. Keeping this in view, the Central Government suggested to the State Governments to devise special programmes for extending medical, family planning and public health facilities to tribal people for incorporating under the Minimum Needs Programme in their tribal Sub-Plans. The guidelines suggested for preparation of these programmes are as under:—

- (i) one primary health centre for each Community Development Block;
- (ii) one sub-centre each serving a population of 10,000;
- (iii) deficiencies in buildings for primary health centres and sub-centres and equipment in the present primary health centres to be removed in a co-ordinated manner;
- (iv) drugs worth Rs. 12,000 per annum per primary health centre and worth Rs. 2,000 per annum per sub-centre to be provided;
- (v) upgradation of one out of every four primary health centres to 30-bedded rural hospital.

These hospitals are expected to provide certain specialised services in addition to preventive and promotional health care.

14.3 For the preparation of Annual Plans for the tribal areas for the year 1976-77 special instructions have been issued by the Ministry of Health & Family Planning to the State Governments suggesting that (a) first priority should be given to establishing the primary health centres and sub-centres in the tribal areas for which the norms suggested in (i) and (ii) above could even be lowered; (b) the provision of upgradation of 1 out of every 4 primary health centres to 30-bedded rural hospitals as suggested in (v) above should be resorted to after the first phase of providing primary health centres and sub-centres in all tribal areas has been completed; (c) suitable programmes for the eradication of the communicable diseases, based on surveys to be conducted to identify the areas of prevalence and their size, be prepared for the tribal people (d) provision should be made for mobile dispensaries for *Bazzars* in tribal areas; (e) provision should also be made for establishing Ayurvedic, Homoeopathic and other indigenous system dispensaries keeping in view the demand for such dispensaries; and (f) while preparing integrated schemes of Health and Family Planning for multipurpose workers and posting of female family workers, priority should be given to (A) backward and tribal areas; (B) areas with inadequate communications; and (C) areas having high infant mortality rate.

14.4 During the discussion of Annual Plans for the year 1976-77 it was agreed to provide Rs. 50 lakhs for establishment of Regional Welfare Primary Health Centres in tribal and backward areas.

14.5 On the basis of these guidelines some of the State Governments have proposed special programmes for providing medical, family planning and public health services to the tribal and backward areas in their annual and sub-Plan proposals.

14.6 In their tribal sub-Plan, *West Bengal* Government have estimated that construction of 75 new Primary Health Centres and 2,543 sub-centres and subsidiary health centres will be needed to fulfil the requirement of rural areas on the basis of one Primary Health Centre and 8—10 sub-centres including 2 subsidiary health centres per block. To reach the target of 1 bed for 10,000 population, at least 45,000 additional beds will have to be provided in the rural areas for which up-grading of some Primary Health Centres to 30 bedded hospital and opening of additional Primary Health Centres in the tribal areas will be required. Under the

sub-Plan for the development of tribal areas, the West Bengal Government have proposed establishment of new Primary Health Centres, subsidiary health centres, sub-centres, expansion of beds, establishment of a Dental Hospital, opening of Ayurvedic Dispensaries, Homeopathic Dispensaries and Blood Banks. The areas which are endemic to leprosy are mostly spread in tribal areas and under the successive State Plans eight new leprosy clinics have been set up for the welfare of the Scheduled Tribes.

14.7 Gujarat Government have decided to create 213 additional posts of Auxiliary Nurse Midwives in order to achieve the target of one Auxiliary Nurse Midwife for 5,000 population instead of 10,000 as at present, during the Fifth Five Year Plan. It is also proposed to open Ayurvedic dispensaries in tribal areas at a cost of Rs. 19.20 lakhs where no medical facilities are available at present. New Referral Hospitals for tribal areas are proposed to be opened to provide medical, surgical, paediatric and gynaecological treatment. In order to strengthen the supervision of the subsidiary Health Centres, 15 Primary Health Centres are proposed to be provided with a scooter each to have a better medical coverage in tribal areas. To increase the six-beds strength to 30-beds with X-ray and laboratory facilities in tribal areas, seven Primary Health Centres are proposed to be upgraded during the Fifth Plan period at a cost of Rs. 97.80 lakhs.

14.8 In case of *Madhya Pradesh*, at present 176 Primary Health Centres are functioning in tribal sub-Plan areas. In order to extend these facilities further so as to remove the rural/urban imbalances, the Government of *Madhya Pradesh* have proposed to open 17 new Primary Health Centres. Norms laid down for Fifth Plan are : one Primary Health Centre to serve an area of 775 sq. kms. instead of present 976 kms. and a medical institution to serve 12,000 population instead of present 15,000 population. The 5th Plan proposals of the State Health Department are of the tune of Rs. 30.34 crores.

14.9 Rajasthan Government have proposed under their sub-Plan to provide better medical facilities for tribal areas by opening 100 more sub-centres, covering 7,500 population per centre instead of 10,000 population. The local educated tribals are proposed to be utilised for distribution of drugs, health education and family planning material by domiciliary visits, after giving them brief orientation.

14.10 In *Karnataka*, 6 mobile health units are to operate in the tribal areas of districts of Mysore, South Kanara and Coorg to provide general hospital facilities in remote forest areas of these districts.

14.11 *Andhra Pradesh* Government have proposed to extend medical facilities in tribal areas by adding 728 beds, converting 8 Primary Health Centres into 30-bedded hospitals, opening 4 new Primary Health Centres and 93 sub-Centres and providing 70 additional doctors in the sub-Plan areas during the Fifth Plan.

14.12 Though efforts are being made to extend the medical, family planning and public health facilities to rural and tribal areas under the Minimum Needs Programme of the State Plan and Sub-Plans, yet lot of work remains to be done before these facilities reach the remotest tribal areas. There is a big gap in the facilities being provided by the existing Primary Health Centres, sub-Centres and Medical Health Centres, in these areas and those required to be provided under the norms suggested by the Central Ministry of Health and Planning Commission for these areas. Not only there is a need for opening of new Primary Health Centres and sub-centres, but a lot of improvement needs to be made by way of providing the requisite number of medical personnel, medicines and other equipments to the other existing dispensaries and hospitals functioning in these areas. While providing these facilities the aim should be to augment curative as well as preventive facilities in the tribal areas so as to help the tribals in getting ailments cured and also to educate them in better health habits, family planning and nutritional values. For this purpose it is suggested that the State Governments should prepare time-bound programmes under their sub-Plans, giving clear indications of inputs, size and the areas proposed to be covered and the details of the different phases under which the physical targets of the programmes are likely to be achieved. Necessary steps should also be taken to see that not only the posting orders issued to the doctors, nurses and other medical personnel to serve in tribal areas are implemented fully, but the medical personnel also serve the tribal people with full sympathy and zeal to ameliorate their long standing sufferings.

#### Drinking Water Facilities

14.13 The problem of supply of drinking water to remote and hilly areas, particularly those inhabited by Scheduled Castes and Scheduled Tribes, continues to be acute. According to Central Public Health and Environmental Engineering Organisation of the Ministry of Works and Housing, large number of villages are facing drinking water problem in the hilly areas of north eastern region, *Himachal Pradesh* and *Jammu & Kashmir* and in the States of *Andhra Pradesh*, *Bihar*, *Gujarat*, *Madhya Pradesh*, *Rajasthan* and *West Bengal*. A statement giving the names of districts with villages in the problem category regarding supply of drinking water is given at Appendix XXVI. The magnitude of the problem can be judged from the report of a detailed survey carried out during 1973-74 in *Himachal Pradesh*. It was assessed that as on 31st March, 1974, 11,137 villages covering a population of 19.32 lakhs were under scarcity/difficult areas in that State, where people had to track up and down, distances ranging from 1.5 kms. to 3 kms. for fetching water. This formed 79.18% of the rural population still to be provided with safe drinking water.

14.14 The Planning Commission have laid down that in the Fifth Five Year Plan, the objective of the programme of rural water supply is to ensure drinking water to villages suffering from chronic scarcity or having to rely on unsafe sources of water. They

have stated that while formulating specific water-supply programmes, preference should be given to villages inhabited by weaker sections of society such as Scheduled Tribes, Scheduled Castes and Other Backward Classes. The Planning Commission have further advised that the approach should be to formulate schemes for water supply by tubewells or open wells on the basis of identification of ground water resources in the vicinity of problem villages and have suggested that in addition to utilising such hydrogeological data as are readily available, it would be necessary to take up time bound programmes for investigation on priority basis.

14.15 The Central Coordination Committee for the Development of Backward Classes decided in May 1974 that the dug-wells should qualify to be included under the Minimum Needs Programme in the tribal areas and that for purposes of drinking water supply a hamlet, instead of a revenue village should be taken as a unit for planning. This suggestion of the Central Coordination Committee is welcome because in the remote tribal areas, if the tubewells are sunk for supply of safe drinking water, technical expertise and repairs in the event of breakdown would be difficult. From the maintenance point of view also open wells should be dug wherever possible. However, in villages where drinking water contains excess of chlorides, iron or fluorides, tube-well is the only answer.

14.16 The scheme of supply of drinking water in rural areas has been included in the Minimum Needs Programme of the Fifth Five Year Plan of the States. The outlay and likely expenditure on water supply and sanitation schemes in various States/Union Territories during the year 1974-75 under the Minimum Needs Programme may be seen at Appendix XXVII. One of the benefits of the Sub-Plans for tribal areas drawn up by the State Governments has been that the problem of providing drinking water in the tribal villages has been identified and the money required for the purpose has been worked out. The State Governments have also indicated the allocation under the Minimum Needs Programme that is likely to be utilised for providing drinking water in the tribal areas and the additional Central assistance required for providing more drinking water facilities to the tribal people.

14.17 In the State of *Orissa*, 5,937 villages in the Sub-Plan area have been identified (5,197 villages where there is scarcity of drinking water supply, 374 villages of cholera-endemic and 366 villages where the available drinking water contains excess of chlorides, iron or fluorides) in which drinking water has to be provided. Similarly, out of 5,536 villages in the tribal Sub-Plan area in *Gujarat* 604 villages have no source of drinking water. In the tribal Sub-Plan of *Madhya Pradesh* there are 19,989 problem villages in which drinking water has to be provided. Out of these the Public Health Engineering Department of the State Government

would cover 4,960 villages and it is proposed to take up 2,500 villages under the Sub-Plan.

14.18 In *Assam*, 764 villages have been identified where the concentration of the plains tribal people is more than 50% and where the water supply programme has to be undertaken. Under the Sub-Plan for the tribal areas in *Andhra Pradesh*, about 2,777 drinking water wells are required to be sunk for providing potable water. 1,139 bore-wells are proposed to be provided and the remaining 1,058 villages and hamlets will be provided with an open drinking water well each. The tribal areas of *Rajasthan* have the highest incidence of guinea-worm in the country. "The principal source of this infestation is the polluted drinking water sources, which are step wells, village ponds, etc. Considerable work has been done by providing 1,800 tube-wells with hand-pumps to provide hygienic drinking water in *Dungarpur* and *Banswara* districts and 1,400 tube-wells with hand-pumps have been proposed in the Fifth Five Year Plan. Under the Integrated Tribal Area Development Programme, it is proposed to cover *Pratapgarh* and 7 Tehsils of district of *Udaipur* which have a very high incidence of guinea-worm infestation."

14.19 Since no new Plan schemes were taken up during 1974-75 and only spill over of the earlier schemes under the Accelerated Rural Water Supply Programmes were continued and completed, not much emphasis could be laid on the drinking water supply schemes for the tribal areas during the year. According to the information received from the Government of *Mizoram* only 8 villages benefited from the general drinking water supply schemes under the State plans. All the other 230 villages of *Mizoram* needing this facility remained to be covered. The people in these villages are solely dependent on natural springs for drinking water and scarcity of water in dry seasons is acute. Similarly, according to a survey conducted by the Community Development and Panchayat Department of *Bihar*, there were 3,414 Harijan/Adivasi villages in *Bihar* which did not have safe drinking water supply facilities. While it is expected that some of these villages may be covered under the Minimum Needs Programme, nevertheless quite a large number may not be covered with existing outlays and the provisions made under the plan schemes. According to the information received from *Haryana* Government, 4,180 villages fall in the category of water scarcity region covering about 2/3 rural population of the State. Out of this, 755 villages only have been provided drinking water supply facilities so far and provision has to be made for the remaining ones. During 1974-75, only 59 villages of the scarcity region have been covered under various water supply schemes. Information has not been received in this respect from the other States but obviously much work remains to be done in this field.

14.20 It has already been recommended in earlier Reports and it is reiterated that **immediate steps should be taken by Central and State Governments to provide this basic facility to all the tribal areas**

**under tribal sub-plans.** Further, in tribal areas, along with provision of safe drinking water, **Scheduled Tribes need to be educated about the use of uncontaminated and safe drinking water.** Invariably, the water available in tribal areas is contaminated. In order to control water pollution, a Central Prevention and control of water Pollution Board has been set up and similar Boards have been constituted in the States of *Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Uttar Pradesh* and *West Bengal*. It is suggested that the other State Governments with tribal concentration should also fall in line and constitute such Boards.

14.21 In the case of Scheduled Castes, their problem is two-fold. Firstly, they have to face the difficulty when safe drinking water is not available in the area. Secondly, at places where the facility is available for general population, they may not be allowed to use it on account of the practice of untouchability. In order to overcome these handicaps, it is suggested that **State Governments should provide the facility in Scheduled Caste areas, where it is not existing and help them in using the facilities where these are available and they are not able to use these, strictly enforcing the provisions of the Untouchability Act.** Side by side, use may be made of Government of India's scheme of giving subsidies for the provision of drinking water wells, pumps and tanks in the localities and areas predominantly inhabited by the Scheduled Castes. During the Fourth Five Year Plan, a massive programme of providing drinking water in about 11,000 villages had been undertaken under the rural water supply scheme. **State Governments may give fillip to this important programme for Scheduled Castes under the Fifth Plan proposals.**

### Special Nutrition Programme

14.22 The Special Nutrition Programme aims at fighting malnutrition and undernutrition in vulnerable groups of weaker sections. The beneficiaries of this programme are 0—6 year age group children, pregnant women and lactating mothers. By the end of IV Plan a coverage of 37 lakh beneficiaries, including over 3 lakh expectant and nursing mothers in 28,117 feeding centres in urban slums and tribal areas had been made. In order to give benefit of this programme to more people expansion was envisaged under the Minimum Needs Programme in State Sector during Fifth Five Year Plan so as to cover additional 60 lakhs beneficiaries by the end of the plan period. A provision of Rs. 11.65 crores was made in the Annual Plan for 1974-75. This programme constituted an important component of the scheme of Integrated Child Development Services. The scheme provides package of services which are essential to ensure the healthy development of pre-school children, nursing and expectant mothers in urban slums and tribal and rural areas. The Department of Social Welfare, Government of India have sanctioned the Integrated Child Development Services Scheme in 31 blocks on

an experimental basis, of which 17 blocks are in rural areas, 10 in tribal areas and 4 in urban areas. The annual cost estimates of each tribal project are Rs. 2.99 lakhs.

14.23 Besides this, international voluntary organisations such as UNICEF, WHO and CARE are also operating in the country and extending their assistance to this programme. CARE has been doing good work in this field by supplying free food like soya, bulgar wheat and salad oil. Preparations from these commodities have been mainly used by the States in tribal areas. Besides normal assistance, UNICEF undertook during 1974-75, a special child relief programme in the drought and flood affected areas of *Assam, West Bengal, Orissa, Madhya Pradesh* and *Uttar Pradesh*. The programme is estimated to have benefited 3.70 lakhs pre-school children and pregnant and nursing mothers by providing supplementary nutrition, medical care and clothing.

14.24 A study undertaken by the Office of Zonal Director, Backward Classes Welfare, Bhopal to find out the impact of mid-day meals, on the drive for the enrolment of Scheduled Caste and Scheduled Tribe children in Dhar District of *Madhya Pradesh* showed that :

- (i) after the commencement of mid-day meals, rate of enrolment among Scheduled Caste and Scheduled Tribe children in schools increased faster than the earlier rates as under ;

	Rate of increase in enrolment from 1962-63 to 1966-67 (prior to introduction of nutrition programme)	From 1966-67 to 1974-75 (after introduction of nutrition programme)
Scheduled Tribes	69.88%	71.25%
Scheduled Castes	42.82%	65.72%

- (ii) In one centre where mid-day meals programme has not been successfully implemented, the progress of enrolment among Scheduled Tribe children was much slower than the district rate;
- (iii) the mid-day meals given to non-school going children also worked as an incentive for bringing improvement in enrolment;
- (iv) the officials as well as non-officials stressed that mid-day meals programme should be continued; and
- (v) the teachers suggested that cooperation and participation of Gram Panchayats should also be taken to make the programme more effective.

The Study, therefore, gave clear indication that the Special Nutrition Programme helped in increasing the enrolment of Scheduled Caste and Scheduled Tribe children in Primary Schools. It is, therefore, recommended that all State Governments and Union Territory Administrations should provide mid-day meals to Scheduled Caste and Scheduled Tribe children to increase their enrolment in primary classes.



## Balwadi Nutrition Programme

14.25 This programme is being implemented through four national level non-official welfare organisations, viz., Central Social Welfare Board, Indian Council of Child Welfare, Bharatiya Adimjati Sevak Sangh and Harijan Sevak Sangh. Under this programme, supplementary nutrition through Balwadis and Day Care Centres is provided to mitigate nutritional deficiencies among pre-school children of the age group 3—5. The programme provided supplementary nutrition to 2.29 lakh children of 6,059 Balwadis/Centres at a cost of Rs. 125 lakhs by the end of Fourth Plan and a non-plan provision of the same amount has been earmarked on year to year basis for the continuation of this programme during the Fifth Plan period.

14.26 The problem of malnutrition and under-nutrition among children and feeding mothers, particularly those belonging to Scheduled Castes and Scheduled Tribes, is very vast. It is, therefore, suggested that the nutrition programmes should be extended further to more areas so as to cover larger population. While extending these programmes care has to be taken to avoid the shortcomings observed in the implementation of these programmes. For example, certain irregularities have been observed in distribution of nutritive foods in some areas. A case of maldistribution of food under the special nutrition programme was noticed in the Visakapatnam district and the Government of Andhra Pradesh suspended the Village Level Workers and framed charges against a Block Development Officer. In such cases, orders should be issued to give stringent and exemplary punishment to the culprits so that the people responsible for such acts against the children and the nursing mothers do not dare to do so again. Further, while selecting the new centres under this programme, priority should be given to the needs of more backward areas.

## Applied Nutrition Programme

14.27 The Applied Nutrition Programme works complimentary to the Special Nutrition Programme and is designed to improve nutritional status of people, particularly mothers and children in rural and tribal areas. The programme is based on self-help activities and promotion of local resources—vegetables, fruits, poultry, fishery, etc. The specific objectives of this programme are to increase the knowledge and understanding of the village women and school children about the methods for the hygienic preparation of foods to retain their nutritional value. This programme also ensures to utilise, in cooperation with the health personnel, part of the foods locally produced for feeding programmes for

young mal-nourished children in the villages and also for pregnant and lactating mothers. The success of this programme depends very much on the interest and initiative taken by the authorities concerned as well as Mahila Mandals, Yuvak Mandals and the village Panchayats in organising voluntary contributions from villages at grass-root level.

14.28 Another important component of the Applied Nutrition Programme is "Training". Under this programme, orientation courses of training in nutrition of the main functionaries of the Programme, namely the block development officers, agricultural extension officers, education extension officers, medical officers, Mukhya Sevikas and other key block personnel are organised. The Government of Rajasthan have decided to involve school teachers and part-time voluntary workers also to impart nutrition education.

14.29 The following three types of Applied Nutrition Programme Blocks are taken as operational blocks during the Fifth Plan :

- (i) On-going blocks started during the Fourth Plan period from 1970-71 onwards for the remainder of their normal operational life of five years;
- (ii) New blocks allocated in the Fifth Plan commencing from 1974-75 for a period of five years; and
- (iii) Post-operational blocks where five-years operational period has been completed but extended support will be provided for one year.

The Pattern of Central financial assistance during the years 1974-75 and 1975-76 would be at the rate of Rs. 30,000 per block per annum to the on-going and new blocks indicated at (i) and (ii) above and Rs. 15,000 per block per year to each of post-operational blocks referred to at (iii) above. Apart from Central financial assistance, UNICEF assists the programme by providing Rs. 20,000 per block for the period of six years for some basic equipment for the production components, transport, cash grants, stipends for the training efforts, consultancy services and research, evaluation and monitoring. Upto March 1974, 1181 blocks were covered and the programme was extended to another 93 blocks during 1974-75. It is suggested that to give fillip to the Applied Nutrition Programme more facilities of horticulture, fisheries and poultry should be provided in rural and tribal areas and more kitchen and school gardens should be raised so that their produce can be utilised for the benefit of the pre-school children and nursing mother.



**LISTS OF SCHEDULED CASTES AND SCHEDULED TRIBES**

(Articles 341 and 342)

The Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1967 introduced in the Fourth Lok Sabha to amend lists of Scheduled Castes and Scheduled Tribes lapsed with the dissolution of the Fourth Lok Sabha. During the year under report no Bill was introduced by the Government for amending the lists of Scheduled Castes and Scheduled Tribes.

**Introduction of Scheduled Castes and Scheduled Tribes (Amendment) Bill, 1976**

15.2 In May, 1976 the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1976 was introduced in the Lok Sabha to provide for the inclusion in, and the exclusion from the lists of Scheduled Castes and Scheduled Tribes of certain castes and tribes, for the re-adjustment of representation of parliamentary and assembly constituencies insofar as such re-adjustment is necessitated by such inclusion or exclusion and for matters connected therewith.

**Objects and Reasons of the Bill**

15.3 It has been stated in the Statement of Objects and Reasons for the introduction of this Bill that "under the Scheduled Castes and Scheduled Tribes Orders some communities have been specified as Scheduled Castes or as Scheduled Tribes only in certain areas of the State concerned and not in respect of the whole State. This has been causing difficulties to members of these communities in the areas where they have not been so specified. The present Bill generally seeks to remove these area restrictions. However, in cases where continuance of such restrictions were

specifically recommended by the Joint Committee on the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1967, no change is being effected. The Committee had also recommended exclusion of certain communities from the lists of Scheduled Castes and Scheduled Tribes. These exclusions are not being made at present and such communities are being retained in the lists with the present area restrictions. Such of the communities in respect of which the Joint Committee had recommended exclusion on the ground that they were not found in a State are, however, being excluded if there were no returns in respect of these communities in the censuses of 1961 and 1971.

15.4 The proposed amendments in the lists of Scheduled Castes and Scheduled Tribes may lead to an increase in the population of these Castes and Tribes, and consequently, in the number of reserved seats in the Lok Sabha and certain State Legislative Assemblies. Provisions have, therefore, been made in the Bill to empower the census authority to re-estimate the population of the Scheduled Castes and the Scheduled Tribes, and the Election Commission to re-allocate the reserved constituencies".

15.5 It is hoped that the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1976 would be passed by Parliament and thus the long drawn difficulties of Scheduled Castes in regard to the removal of area restrictions within the State boundaries would be overcome. After this Bill has been enacted, it is hoped that the Government will bring forward a fresh legislation for inclusion of new communities in the lists of Scheduled Castes and Scheduled Tribes.

## CASTE CERTIFICATES

The Scheduled Caste/Tribe persons have to produce a Caste certificate in the prescribed form issued by the authorities empowered to issue such certificates in support of their claims to belong to these communities for purposes like, entry into Government service under the Central/State Governments and Public Sector Undertakings, award of scholarships, admission to educational, technical and medical colleges against reserved seats, allotment of land, contesting elections to Parliament and State Legislatures against reserved seats and for availing of a number of other concessions or facilities admissible to these persons.

#### Verification of the claims of Scheduled Castes/Tribes for entry into Central Government Services

16.2 The Central Government has provided that at the time of recruitment for Government service, if a candidate belonging to a Scheduled Caste/Tribe is unable to produce a caste certificate from any of the prescribed authorities he may be appointed provisionally on the basis of whatever *prima facie* proof he is able to produce in support of his claim subject to his furnishing the prescribed caste certificate within a reasonable time and if there is genuine difficulty in obtaining the certificate, the appointing authority should himself verify his claim through the District Magistrate concerned.

#### Orders issued by the Ministry of Home Affairs for proper verification of the claims before issue of caste certificates

16.3 During the year under report, complaints continued to be received in this Organisation about false certificates obtained by non-Scheduled Caste/Scheduled Tribe persons to get the facilities admissible to members of Scheduled Caste/Tribe communities. At times, it was observed that the authorities empowered to issue caste certificates did not satisfy themselves adequately about the genuineness of the castes to which the applicants claimed to belong. Sometimes, certificates were issued without making necessary inquiries/verifications. This matter was also highlighted in the last Report. The Ministry of Home Affairs have issued instructions that deterrent action should be taken against official who issue certificates carelessly or deliberately without making proper verification. The Ministry has suggested to the Chief Secretaries of all the State Governments/Union Territory Administrations that they may issue necessary instructions to all the officials under their control who are empowered to issue the certificates, to take proper care before issuing

them. The Ministry has further suggested that the officials concerned may also be informed that action would be taken against them under the relevant provisions of the Indian Penal Code, if any, of them is found to have issued the certificates carelessly and without making proper verifications, in addition to the action to which they are liable under the relevant disciplinary rules applicable to them.

#### Withdrawal of orders issued by the Government of Maharashtra for issue of Scheduled Tribes certificates to members of Halba Koshti community

16.4 Some cases came to notice of this Organisation that persons belonging to Halba Koshti community of *Maharashtra* living outside the specified areas, had obtained certificates of their belonging to the Scheduled Tribe from the District authorities and claimed service concessions. According to the Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956, the 'Halba or Halbi' has been recognised as a Scheduled Tribe in Melghat Tehsil of Amravati District, Godchiroli and Sironcha Tehsils of Chanda District and Kelapur, Wani and Yeotmal Tehsils of Yeotmal District in *Maharashtra*. Halba Koshti or Kosti are not recognised as Scheduled Tribe as they are different from Halba or Halbi but they styled themselves as Halbi in order to claim concessions admissible to the Scheduled Tribes. In July, 1962, the Government of *Maharashtra* had issued an order to all district authorities competent to issue caste certificates, that they should take particular care to ensure that no person belonging to Halba Koshti or Kosti community was issued a certificate declaring him as a member of Scheduled Tribes. Later on in supersession of their order, the *Maharashtra* Government issued an order in September, 1967 that the Halba Koshtis should be treated as belonging to the Scheduled Tribes and be given all concessions admissible to them. Taking advantage of this order, persons belonging to Halba Koshti community styled themselves as Scheduled Tribes and became eligible to obtain Scheduled Tribe Certificates.

16.5 The matter was taken up with the Government of *Maharashtra* and it was clarified that a tribe could be scheduled only by a law of Parliament as provided under Article 342 of the Constitution. It was pointed out that it was not clear how the State Government had declared the above mentioned community as scheduled in areas in which they had not been declared as such by the President. It was suggested that the State Government could, however, declare any of the non-Scheduled Tribes as

backward under Article 16(4) of the Constitution and allow them service benefits admissible to the Scheduled Tribes under the rules notified by the State Government. For the purpose of recruitment to services in *Maharashtra*, the State Government have classified the Backward Classes into four groups, one of which consists of Scheduled Tribes including those living outside the specified areas mentioned in the Scheduled Castes and Scheduled Tribes (Modification) Order, 1956. Since no mention about this classification has been made in the certificates issued to the Scheduled Tribe persons living outside the specified areas, it was apparent from the State Government order referred to above that no distinction was being made while issuing certificates to the persons belonging to Halba community residing in the specified areas on the one hand and the persons living outside the specified areas on the other. This, therefore, enabled the persons

living outside the specified areas to obtain Scheduled Tribe certificates without any restriction and demand/secure employment under Government of India against posts reserved for Scheduled Tribes. Appreciating the seriousness of this issue, the Government of *Maharashtra* reconsidered the whole question and cancelled their orders treating the Halba Koshti community in Vidarbha as belonging to Scheduled Tribes.

#### **Selected cases relating to issue of false caste certificates**

. 16.6 Some selected cases about the issue of false caste certificates which came to the notice of this office and were taken up with the authorities concerned and the action taken thereon may be seen in appendix XXVIII.

## CHAPTER 17

### ORGANISATION OF THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES

(Article 338)

The limited staff sanctioned for the office of the Commissioner for Scheduled Castes and Scheduled Tribes in 1967 continued to work during the year under Report. With the progress of education, awakening amongst the Scheduled Castes and Scheduled Tribes, the implementation of the 20-Point Economic Programme of the Prime Minister and the need to watch closely the working of the safeguards provided in the Constitution for these communities, the office work has increased manifold.

**Designating the posts of Zonal Directors, Backward Classes Welfare as ex-officio Deputy Commissioners for Scheduled Castes and Scheduled Tribes and creation of two Inspecting Teams**

17.2 The long pending suggestions for strengthening the Headquarter's Office and sanctioning regional offices were considered by the Government of India. It was decided in December, 1975 that the Zonal Directors, Backward Classes Welfare, whose offices are located at Chandigarh, Bhopal, Ahmedabad, Madras and Patna, would also be designated as ex-officio Deputy Commissioners for Scheduled Castes and Scheduled Tribes. It has also been decided that two Inspecting Teams would

be sanctioned for reviewing the returns from the State Governments and the Central Ministries and seeing whether the reservation orders are being observed. However, the orders for creation of these posts have not yet been issued.

17.3 It is no doubt a very good gesture on the part of the Government to redesignate the posts of Zonal Directors, Backward Classes Welfare and thus their offices would be able to work as field agencies for this office for collection of information, on-the-spot enquiries and liaison with the State Governments. The fact, however, remains that the staff sanctioned for these Zonal Offices is very inadequate and with the additional responsibilities that have been entrusted to them it will be very difficult for them to cope up with the work. **It is hoped that the Ministry of Home Affairs would consider the desirability of augmenting the staff in the Zonal Offices and open more sub-offices so that there is one office in each State to look after the interests of Scheduled Castes and Scheduled Tribes. The decision to create two Inspecting Teams is also a welcome one but there is still need for sanctioning more staff for the headquarters and the proposals submitted to the Ministry of Home Affairs in this regard should be considered.**

## CHAPTER 18

### ADMINISTRATIVE SET UP AT THE CENTRE AND THE STATES TO LOOK AFTER THE INTERESTS OF SCHEDULED CASTES AND SCHEDULED TRIBES

#### I. Government of India

##### (a) Ministry of Home Affairs

The Ministry of Home Affairs continued looking after the items of business relating to Backward Classes Welfare which were transferred from the Department of Social Welfare with effect from 7-2-1973. The work in the Ministry is being looked after by two separate administrative divisions, the work relating to the Scheduled Tribes on the one hand and the Scheduled Castes on the other. The Division dealing with the Scheduled Tribes is headed by a Joint Secretary who is assisted by a Deputy Secretary, an Under Secretary, a Research Unit and a Secretariat Section. The Division dealing with the Scheduled Castes and others is headed by the Director General, Backward Classes Welfare, who is assisted by a Deputy Secretary, a Zonal Director (H.Q.), an Under Secretary, a Deputy Director and four secretariat sections. There are also five regional offices at Chandigarh, Bhopal, Patna, Ahmedabad and Madras, besides three sub-offices located at Lucknow, Shillong and Bhubaneswar. The regional offices are headed by Zonal Directors and the sub-offices by the Deputy Directors. The entire work relating to the Scheduled Castes and Scheduled Tribes is under the overall charge of the Additional Secretary in the Ministry. A very valuable recommendation was made in the 1971-1973 Report and also reiterated during 1973-74 that there should be a separate Department in the Ministry of Home Affairs with distinctive wings to look after the interests of (i) the Scheduled Castes, (ii) the Scheduled Tribes, (iii) the Denotified, Nomadic and Semi-nomadic Tribes and other Backward Classes. In order to implement the 20-point economic programme announced by the Prime Minister, Smt. Indira Gandhi which marks the beginning of a vigorous battle against poverty and sufferings of the deprived classes, the recommendation has become all the more important and the Central Government should consider its implementation without any further delay.

##### (b) Planning Commission

18.2 The Social Planning unit of Education and Social Welfare Division continued dealing with the problems of Scheduled Castes and Scheduled Tribes under the supervision of an Adviser assisted by a Joint Director, 2 Senior Research Officers, 2 Research Officers and two Investigators Grade I. The Adviser was also looking after Education and Social Welfare. The Joint Director also continued looking after Social Welfare in addition to the welfare of Backward Classes.

##### (c) Ministry of Agriculture and Irrigation

18.3 The Department of Rural Development under the Ministry intimated that there was no separate section in the Department for dealing with the matter regarding Scheduled Castes/Scheduled Tribes at the headquarter. Establishment section of the headquarter was looking after the work of the various development programmes for the Scheduled Castes and Scheduled Tribes. The Tribal Development Agency Projects are being run in the States of *Andhra Pradesh, Bihar, Madhya Pradesh* and *Orissa*. Eight Tribal Development Agency Projects were being implemented under the Central Agricultural Sector. At the Project level, there was an agency registered under the Societies Registration Act, 1860 to implement these programmes. Usually the Collector of the District is the Chairman of the Agency and the district level officers with a few non-officials as its members. Each Project has a wholetime Project Officer of the rank of Assistant District Magistrate with necessary supporting staff. At the State level, there is a coordination Committee usually with the Agricultural Production Commissioner as the Chairman and with Secretaries and heads of departments as members. At the Central level in the Ministry, there is a sanctioning Committee which reviews the programme from time to time and sanctions the schemes.

#### II. Administrative set up in the States/Union Territories

18.4 In the draft Fifth Five Year Plan, it has been stated that administrative set up in the tribal areas will be restructured to suit their special requirements. It has been considered essential that formulation and implementation of area development plan should be entrusted to a single line agency. It has been further stressed that personnel policy will be required to be reoriented and a system of incentives devised to attract competent personnel to these areas. Besides, incentives at the field level like housing, schools, medical facilities, etc. will be necessary to retain competent personnel in the tribal areas. However, as to its actual implementation, it is yet to be known as to what extent the personnel policy has been streamlined.

18.5 The volume of work relating to backward classes has increased manifold in the course of the Fifth Plan. It is, therefore, reiterated that it is essential to strengthen the staff for the administration and supervision of the schemes for backward classes at all levels. It is also felt that suitable strengthening of the staff at the Divisional and district levels and

**creation of regional offices is urgently needed so that the schemes for the Scheduled Castes and Scheduled Tribes are effectively implemented.**

### **III. Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes**

18.6 The Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes has become a permanent committee like the Public Accounts Committee, the Estimates Committee, etc. The tours of the Committee in various parts of the country and their discussions with the officials and non-officials and the recommendation contained in their reports have produced a very good impact in the implementation of the various programmes drawn out by Government for the benefit of the Scheduled Castes and Scheduled Tribes. The Committee submitted 19 Reports to the Fourth Lok Sabha and 47 Reports to the Fifth Lok Sabha so far. These Reports contain useful information and the various

recommendations pertain to authorities of Central and State Governments, Public Sector Undertakings, Autonomous Bodies, etc. etc.

### **IV. Legislative Committees on the Welfare of Scheduled Castes and Scheduled Tribes**

18.7 After the constitution of the First Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes, it was suggested to all the State Governments to constitute similar legislative committees. According to the information available so far such committees have been set up in the States of *Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Uttar Pradesh* and *West Bengal*. It is again reiterated that the remaining States should set up similar committees to ensure that the recommendations made by this Organisation in different reports are implemented.

## CHAPTER 19

### NON-OFFICIAL AGENCIES

The Non-Official Agencies have a very important role to play in the task of emancipation and in bringing about all-round development of the weaker sections in the society. Some such agencies are, in fact, playing a significant role in advancing the social and economic progress of the community and are particularly engaged in the welfare of Scheduled Castes and Scheduled Tribes and other Backward Classes. Some of these agencies are working on all-India basis with grants from the Central Government while a few others whose activities are confined to particular one or two States are assisted by the respective State Governments. The activities of such agencies are generally confined to the fields of education, publicity for the removal of the practice of untouchability and achieving social transformation by arousing self-confidence and consciousness, particularly in the weaker sections of the society.

19.2 The table given below indicates the amount of grants-in-aid released directly by the Government of India to the various non-official agencies working for the welfare of the backward classes during the year 1974-75 :—

#### Grants given by the Government of India

Sl. No.	Name of Agency	Grants-in-aid released in 1974-75 (Rs.)
1	2	3
<b>A. For Scheduled Castes</b>		
1.	All India Harijan Sevak Sangh, New Delhi	7,87,741
2.	Bharatiya Depressed Classes League, New Delhi	1,70,806
3.	Hind Sweeper's Sevak Samaj, Delhi	1,94,204
4.	Ishwar Saran Ashram, Allahabad (Uttar Pradesh)	39,305
<b>B. For Scheduled Tribes</b>		
1.	Bharatiya Adimjati Sevak Sangh, New Delhi	2,40,459
2.	Andhra Rashtra Adimjati Sevak Sangh, Nellore (Andhra Pradesh)	15,328
3.	Ramakrishna Mission Ashram, Ranchi (Bihar)	1,17,544
4.	Ramakrishna Mission, Cherrapunji (Meghalaya)	4,30,415
5.	Ramakrishna Mission, Shillong (Meghalaya)	47,820
6.	Sri Ramakrishna Advaita Ashram, Kalady, (Kerala)	69,836
7.	Ramakrishna Mission, Silchar (Assam)	68,650
8.	All India Women's Conference, New Delhi	14,509
9.	Nagaland Gandhi Ashram, Mokokchung, (Nagaland)	7,500

1	2	3
<b>C. Both for Scheduled Castes and Scheduled Tribes</b>		
1.	Scheduled Castes and Scheduled Tribes All India Services etc., Pre-Examination Training Centre, Allahabad (Uttar Pradesh)	1,96,951
2.	Ramakrishna Mission Ashram, Puri (Orissa)	54,050
3.	Ramakrishna Mission Ashram Narendrapur (West Bengal)	1,40,872
4.	Thakkar Bapa Ashram, Nimakhandi (Orissa)	19,987
5.	*Servants of India Society, Poona (Maharashtra)	2,58,429
6.	Rao's I.A.S. Study Circle, New Delhi	1,04,146
7.	Parliamentary Forum for Scheduled Castes and Scheduled Tribes, New Delhi	20,000 (Ad hoc)
<b>D. Other Backward Classes</b>		
1.	Indian Red Cross Society, New Delhi	4,19,797
2.	**Bhartiya Ghumantu Jan (Khanabadosh) Sevak Sangh, New Delhi	72,863
3.	†Association of Schools of Social Works in Madras (Tamil Nadu)	20,000 (Ad hoc)
4.	Kalyan Ashram, Jashpurnagar (Madhya Pradesh)	30,000 (Ad hoc)

\*Also for other backward classes.

\*\*For Nomadic Tribes.

†For weaker sections.

19.3 In the last Report it was suggested that since the extent of atrocities committed against members of the Scheduled Castes and various forms of exploitation of the Scheduled Tribes in different parts of the country is very alarming and it has shown a considerable increase in the recent past in spite of the best efforts made by the State Governments and the Workers/*Parcharak*s representing various non-official agencies. The State Governments and non-official agencies working in the field should chalk out a time-bound action programme for speedy and effective economic and social betterment of these communities. There is no doubt that such a co-ordinated action by the Central and State Governments and non-official agencies would definitely go a long way in removing the helplessness of the most oppressed communities—the Scheduled Castes and Scheduled Tribes. It is hoped that the Central and State Governments will give due consideration to the suggestions made in this respect particularly in the last Report.

#### Grants given by States/Union Territories

19.4 Non-Official Agencies working at the State and District levels for promoting the welfare of Scheduled Castes and Scheduled Tribes by executing schemes like running of schools, Balwadis, hostels,



community centres, organising various labour co-operatives and carrying out publicity and intensive propaganda against the practice of untouchability in the rural and urban areas, are receiving grants-in-aid for their activities from their respective State Governments. Detailed information relating to the grants-in-aid released to various non-official agencies by the State Governments/Union Territory Administrations is not readily available. However, it is heartening to note that some of these non-official agencies have done laudable work amongst the Scheduled Castes and Scheduled Tribes in the States of *Himachal Pradesh, Rajasthan* and *West Bengal*. It is recommended that the State Governments/Union Territory Administrations should enhance the funds for giving grants-in-aid to non-official agencies which are doing remarkable work in various social spheres and also create public opinion all over the country for removal of the practice of untouchability through their propaganda workers and Pancharaks.

19.5 The work done by some of the Non-Official Agencies for the welfare of Scheduled Castes and Scheduled Tribes may be seen as given below:—

#### All India Harijan Sevak Sangh

19.6 All India Harijan Sevak Sangh continued its activities through its Central office and branches in various States for the welfare of Scheduled Castes with particular reference to its three main schemes, namely, eradication of the practice of untouchability, educational development and Bhangi Kusht Mukti Programme. For removal of untouchability and other social disabilities, propaganda through publication of literature, holding of public meetings, conferences and social gatherings, exhibition of films and arranging *padyatras* etc. was continued. Thirty nine workers under the Central Government Scheme and 149 Sevaks and *Pracharaks* out of the grants given by the State Governments/Union Territory Administrations were employed to work on an intensive scheme of propaganda against the practice of untouchability in the rural areas. During the year 1974-75 the Sangh organised 4,937 meetings, conferences and social gatherings all over the country in which both Harijans and *Savaranas* participated. The workers of the Sangh got 488 temples, 47 Dharamsalas, 732 wells/tanks, 937 hotels and restaurants and 529 barber shops thrown open to the Scheduled Castes. Three hundred fifty nine cases under Untouchability (Offences) Act were lodged with the Police and out of those 140 were decided in favour of the Harijans and the offenders were punished with fines etc. Sixty six cases were compromised, 61 were dismissed and 92 were still pending. The Sangh had done laudable work for ameliorating the lot of Bhangis who had been leading a life of disparity and discrimination. During the year 1974-75, the workers of the Sangh succeeded in getting 9,897 latrines converted into water-borne ones, 1,672 receptacles were got placed in public and private latrines, 1,176 notices were served on landlords to bring about improvement in their latrines and 2,231 notices for replacement of worm out receptacles. The various branches of the

Sangh organised a Balmiki Youth Camp in which 40 youngmen of Balmiki community took part and discussed their problem.

#### Hind Sweepers Sevak Samaj

19.7 The Hind Sweepers' Sevak Samaj continued to run its 10 Social Welfare and Education Centres at Allahabad, Lucknow, Shahjahanpur, Kanpur, Varanasi, Fatehpur, Ranaghat, Katni (Uttar Pradesh), Gurgaon (Haryana) and Patiala (Punjab) for the children and women of Scheduled Castes. Each Centre has been provided with two teachers, one Aya and a Sweeper. The Samaj also maintained one Post-Matric Scheduled Caste Student's Hostel each at Lucknow and Allahabad. The Samaj has also been running an Ashram School for Sweepers' children at Allahabad since 1972-73. In the Ashram there is a provision to accommodate 100 children of school going age belonging to poor families of the rural areas particularly of the sweeper community. The inmates are given free lodging and boarding facilities. The Samaj is doing commendable work amongst the Scheduled Caste communities. In view of the satisfactory work done by the Samaj it is suggested that their new proposals for opening of typewriting and shorthand training centres for Scheduled Castes and vocational training-cum-production unit for Sweepers etc. may be given sympathetic consideration by the Central and State Governments concerned.

#### Bharatiya Depressed Classes League

19.8 To arouse the social consciousness and to educate the Scheduled Castes to remove their social disabilities so that they could have greater awareness of their rights and responsibilities as Indian citizen, the League has drawn up following programme as approved by the Government of India :—

- (1) Appointment of Pancharaks to carry out propaganda for the removal of untouchability and social disabilities.
- (2) Propagation and publishing of Posters, Pamphlets etc. incorporating the famous sayings and quotations from great leaders and saints on removal of untouchability.
- (3) Conduct of Conferences, Melas, Meetings, Kirtan parties etc.
- (4) Hostels for Post-Matric and Pre-Matric Scheduled Caste students.

19.9 A total number of 28 Pancharaks and 2 Regional Supervisors continued to work during the year 1974-75. These Pancharaks conducted meetings and arranged melas in various localities of different States and impressed upon the caste-Hindus the necessity of eradicating the age-old practice of untouchability. Posters of Smt. Indira Gandhi, Dr. Ambedkar, Mahatma Balmiki etc. containing their sayings on removal of untouchability were got printed and distributed in the conferences and melas.

19.10 The League is running three hostels in the States of *Bihar*, *Orissa* and *Punjab* and the students belonging to various Scheduled Caste are making best use of these hostels.

### **Bhartiya Adim Jati Sevak Sangh**

19.11 The Bhartiya Adim Jati Sevak Sangh was started in the year 1948 at the instance of Shri Thakkar Bapa with the object to work for the social, economic and educational advancement of the tribal communities with a view to enable them to take their legitimate place in the national life of the country as equal citizens and to bring them in the mainstream of the social life of the country. The Sangh has its direct and indirect activities—being conducted practically in all the tribal pockets in the country, almost in every State. As a part of their welfare work the Sangh determined to remove poverty, illiteracy and ignorance among the tribals by providing education to them.

19.12 It was with these aims that residential Schools (Ashram Schools) were started in various States. The Sangh has also been doing work to improve the health and sanitation of the tribals. Pioneer work in this regard was done by late Shri Thakkar Bapa at Dohad in *Gujarat* State.

19.13 Details of the working of a few schemes undertaken by the Sangh and its 80 affiliated institutions during the year 1974-75 are given below:—

(a) At Jhalod in *Gujarat* State, the Sangh is running a Tribal Women Training Centre which trains women workers to undertake and implement child welfare programme and carry on extensive work among rural and tribal women. The Centre runs a ten months course every year and trains 40 women workers.

#### **(b) Rajendra Ashram, Rupa (Arunachal Pradesh)**

The Centre which is located at Rupa near Bomdila, *Arunachal Pradesh*, provides education for adult boys and girls and also provides training in spinning and weaving. Balwadis are also run and children are provided with additional nutrition.

#### **(c) Workers Training Centre**

This training centre trains 20 workers every year, drawn from various institutions to work in tribal pockets. Last year 12 workers were trained in welfare work course. They were given orientation in child welfare, special coaching in nature cure treatment etc.

#### **(d) Employment Centre**

Now when the educational facilities are available to tribal boys and girls, more and more qualified educated young tribals are coming forward for suitable employment. The

Employment Assistance Centre of the Sangh, which provides assistance to such tribal candidates, recommended more than 2,000 tribal candidates to various employers and nearly 500 tribals got employment through this Centre.

#### **(e) Conferences and Seminars**

Every year the Sangh organises an All India Conference of tribal welfare to provide an opportunity to its workers to meet and discuss the future programmes and problems. Seminars on tribes and their welfare are also organised synchronising with the conference. Last two conferences were held at Srikakulam and Haridwar and seminars Vishakhapatnam, Haridwar and New Delhi, where the subjects "Tribal Welfare" *vis-a-vis* the 5th Five Year Plan and Dimensions of tribal welfare were deliberated upon. These are the forums where generally the officials and non-officials meet and exchange their views freely.

### **Ramakrishna Mission Ashram**

19.14 Ramakrishna Mission have spread out their activities throughout the country through their 8 main Ashrams. Their main activities for the tribal welfare are imparting social education, training in various arts and crafts such as tailoring, weaving, painting, agriculture and maintenance of high schools and hostels and also running of mobile dispensaries. The details of work done by some of its branches is given below:—

#### **Ramakrishna Mission Ashram, Along (Arunachal Pradesh)**

19.15 The Ramakrishna Mission, Along is running a school upto Standard VIII. During the year 1974-75 the strength of the School rose to 308 of whom 245 were boys and 63 girls. The students as well as the tribals of the neighbouring and remote villages continued to show great enthusiasm and interest in the activities of the school and the hostel attached to it. During the year, 201 films of high educational values were shown on 35 days for the enlightenment of the students. Boarders were kept under the care and supervision of monastics and teacher—wardens—Hostel routine included prayer, study, practical work, physical exercise and games. The inmates hailed from different districts of *Arunachal Pradesh*.

#### **Ramakrishna Advaita Ashram, Kalady (Kerala)**

19.16 Ramakrishna Advaita Ashram, Kalady, is conducting a hostel for school boys numbering 110. The inmates including students from Brahmin community, live in the hostel without any distinction of caste and creed. They are taught the higher values of life which indirectly help in the removal of the practice of untouchability. The Ashram is also conducting a community centre for Harijans and others, in Kalady where congregational prayers, religious classes in its broad outlines with due regard and respect for all religions are conducted.

**Ramakrishna Mission Ashram, Narendrapur (West Bengal)**

19.17 The Ashram through its branch "Vivekananda Social Welfare Centre" is conducting a programme for the welfare of Harijans living at Ram-bagan, a slum in North Calcutta. Under the programme, there are a few vocational training schemes and a medical relief centre to improve socio-economic conditions and the general health of the poor Harijans and the programme has produced some concrete results. Under their training in Tailoring and Weaving (for women) scheme, 30 women (15 in Weaving and 15 in tailoring) were receiving training in these courses during 1974-75. The Automobile Engineering Section is providing scientific training to the poor boys belonging to the Scheduled Caste and Scheduled Tribe at Narendrapur in motor mechanism and body building. There were 23 trainees on the roll receiving training during 1974-75.

**Ramakrishna Mission Sewasram, Silchar (Assam)**

19.18 The Ramakrishna Mission Sevasram, Silchar is maintaining a "Students Home" for the Scheduled Caste and Scheduled Tribe boys where the practice of untouchability is never tolerated. The boys dine together in the common dining hall of the Sevasram and pray together in the prayer hall of the temple. The Ashram maintains constant effort at developing a sense of oneness and universal tolerance among the boys and other inmates under the guidance and care of the experienced *Sannyasis* of the Ramakrishna Order. The strength of the hostel was 75 during 1974-75. As bulk of the inmates in Junior classes generally speak in various tribal dialects other than the local medium of instructions, they are provided with special coaching at home.

**Ramakrishna Mission Ashram, Ranchi (Bihar)**

19.19 Under the auspices of Ramakrishna Mission Ranchi, "Divyayan" a residential training centre is running since March, 1969. The object of the Institute is to make an intellectual and emotional approach through community living and its various

activities to the youth, particularly the Scheduled Castes and Scheduled Tribes in respect of national feeling, religious amity, social understanding, character building, self-reliance, production of food etc. and to engage in such suitable activities as would lead towards economic upliftment. So far, 1,189 farmers have been trained of whom 92% belonged to Scheduled Castes and Scheduled Tribes. Divyayan provides an intensive short term training of six weeks to the students in the techniques of modern agriculture, poultry, dairy and farm machinery etc. Special training for another three months is imparted to the deserving students, in tractor and pump operation and maintenance, management training in poultry, dairy and agriculture etc. It is wholly a residential institute and the entire training is free of cost including food and lodging. Trainees between the age group of 16 to 30 are preferred. During the year 1974-75, 176 trainees completed regular 6 weeks training and a total number of 318 trainees participated in the various courses of training. The illiterate farmer trainees also got help from the programme as a follow-up of the training imparted at Divyayan. The Ashram is also maintaining a very well established library with 6,017 books and its daily average attendance is 38 visitors.

19.20 As major emphasis has been given on the amelioration of the lot of the weaker sections including Scheduled Castes and Scheduled Tribes in the 20-Point Economic Programme of the Prime Minister, the non-official and voluntary organisations have also a special role to play for the success of the programme. It is, therefore, hoped that the non-official and voluntary organisations engaged in the work for the welfare of Scheduled Castes and Scheduled Tribes will make sincere and vigorous efforts to make this programme a success by mutual cooperation between the State Governments and these organisations and dedication to the cause of national advancement through the welfare of the Scheduled Castes and the Scheduled Tribes. It is also hoped that the State Governments concerned will no doubt seek the assistance and services of these voluntary organisations of repute by entrusting more responsibilities to them to make the 20-Point Programme a success.

## CHAPTER 20

### REPRESENTATION OF SCHEDULED CASTES AND SCHEDULED TRIBES IN PARLIAMENT AND STATE LEGISLATURES

(Articles 330, 332 and 334)

#### Parliament

##### (a) Lok Sabha

Under Article 330 of the Constitution, seats are reserved for the Scheduled Castes and Scheduled Tribes in the Lok Sabha. Out of a total number of 525 seats in the Lok Sabha, 77 and 42 seats were reserved for the Scheduled Castes and Scheduled Tribes respectively as on 31-3-1975. The number of seats in the Lok Sabha and State Legislative Assemblies have since been re-determined by the Delimitation Commission appointed under the Delimitation Act, 1972 and the Election Commission. The total Lok Sabha seats have now been raised from 525 to 542, resulting in the increase of reservation of seats for Scheduled Castes from 77 to 78 and decrease of seats for Scheduled Tribes from 42 to 38 as shown in Appendix XXIX. The allocation of seats according to the orders issued by the Delimitation Commission will come into force only after the next general elections to the Lok Sabha and the State Legislative Assemblies concerned.

20.2 As already indicated in the previous year's Report no member belonging to the Scheduled Castes and Scheduled Tribes was elected to the Lok Sabha from a general constituency during the year 1974-75. All the five members elected against general seats in the last general elections held in March 1971 continued to be the sitting members of the House during the year under Report.

##### (b) Rajya Sabha

20.3 As already stated in the previous year's Report there is no constitutional provision for the reservation of seats for the Scheduled Castes and the Scheduled Tribes in the Rajya Sabha.

#### State Legislatures

##### (a) Vidhan Sabhas

20.4 In accordance with the provision under Article 332 of the Constitution, out of 3,800 seats in the Vidhan Sabhas in various States and Union

Territories concerned 517 and 325 seats were reserved for the Scheduled Castes and the Scheduled Tribes as on 31-3-1975. After the recent delimitation the total strength in the Vidhan Sabhas has been raised from 3,800 to 3,997 including 539 and 282 seats reserved for Scheduled Castes and Scheduled Tribes respectively. The allocation of seats according to the orders issued by the Delimitation Commission will come into effect only after the next general elections to the States/Union Territories Legislative Assemblies concerned. The State-wise allocation of seats in respect of the States/Union Territories may be seen at Appendix XXIX.

20.5 In addition, 4 Scheduled Caste persons who have already been returned from unreserved seats, 2 each in the Vidhan Sabha of Orissa and Uttar Pradesh continued as members.

##### (b) Vidhan Parishads

20.6 As in the case of the Rajya Sabha there is no constitutional provision for the reservation of seats for the Scheduled Castes and Scheduled Tribes in the State Vidhan Parishads. However, information furnished by the different States during the year 1974-75 in this respect is as under:—

Sl. No.	State	No. of S.C. members		No. of S.T. Members	
		Elected	Nominated	Elected	Nominated
1	2	3	4	5	6
1.	Andhra Pradesh	4	2	1	1
2.	Karnataka	9	..	..	..
3.	Maharashtra	4	1	1	..
4.	Tamil Nadu	3	..	..	..

No information on this point was supplied by any other State Government during the period under report.

## CHAPTER 21

### APPOINTMENT OF MINISTERS-IN-CHARGE OF WELFARE OF SCHEDULED TRIBES

[Article 164 and paragraph 14(3) of the Sixth Schedule of the Constitution]

As provided under Article 164 of the Constitution, the portfolio of tribal welfare continued to be under the charge of a Minister of the Cabinet rank in the two States of *Bihar* and *Madhya Pradesh*. In *Orissa*, the third State mentioned in that Article, the Tribal and Rural Welfare portfolio was in the charge of a Minister of State who himself was a member of a Scheduled Tribe.

21.2 In accordance with the provision made in paragraph 14(3) of the Sixth Schedule of the Constitution, one of the Ministers is to be specially in-charge of the Welfare of the autonomous districts and autonomous regions in the State of *Assam*. According to available information, there was a Minister-in-charge of the welfare of the Autonomous Districts and Autonomous Regions in that State during the year 1974-75 who also held the portfolios of Industries, Tribal Areas and Planning and Development.

## CHAPTER 22

### RESEARCH INTO THE PROBLEMS OF SCHEDULED CASTES AND SCHEDULED TRIBES

#### **Institutions engaged in Research on Problems of Scheduled Castes and Scheduled Tribes**

Research into the problems of the Scheduled Castes and the Scheduled Tribes is being carried out mainly by the Tribal Research Institutes set up by various State Governments and organisations, like the Indian Council of Social Science Research, New Delhi; the Social Study Unit of the Registrar General of India, New Delhi; the Anthropological Survey of India, Calcutta; the Tribal Education Unit of National Council of Educational Research and Training, New Delhi; the Institute of Social and Economic Change, Bangalore; A.N. Sinha Institute of Social Studies, Patna; the Indian Institute of Advanced Studies, Simla; the National Institute of Public Cooperation and Child Development, New Delhi; and the Departments of Sociology and Anthropology under various Universities. The information received from these organisations about the research studies carried out by them during the year under report is given at Appendix XXX.

22.2 As stated in the last year's Report, the Tribal Research Institutes were engaged mainly in the preparation of projects for the Tribal Sub-Plan areas. They continued this work during the year under report also. At the same time, some of the Institutes, carried out a few studies into the problems of the Scheduled Castes and the Scheduled Tribes. A list of studies recommended to the Tribal Research Institutes by us is given at Appendix XXXI.

22.3 The Tribal Research Institute at Shillong was meant for the erstwhile State of Assam before *Meghalaya* was created as a separate State. After the formation of *Meghalaya* as a separate State with its headquarter at Shillong, this Institute was transferred to *Meghalaya*. But both the States of *Assam* and *Meghalaya* required independent Tribal Research Institutes. The Government of India have now decided to sanction independent set up for one Tribal Research Institute each for *Meghalaya* and *Assam*. It is a welcome decision. It is also understood that the Government of India have agreed to upgrade

the posts of Directors/Principals of the Tribal Research Institutes in the States of *Maharashtra*, *Orissa* and *West Bengal*. Services of experts from Universities and other organisations have been obtained for some special studies on the primitive tribes, which require special attention and care.

#### **Evaluation of Welfare Schemes**

22.4 Quite a significant progress has been made in the field of allotment of land to the Scheduled Castes and the Scheduled Tribes, provision of house-sites to them, liquidation/moratorium on recovery of debts from them, fixation of minimum wages, eradication of Bonded Labour System, supply of essential commodities at controlled prices to the Scheduled Caste and the Scheduled Tribe students living in hostels, supply of books and stationery at controlled prices and enlargement of employment and training facilities to the Scheduled Castes and the Scheduled Tribes under the New Apprenticeship Act under the Prime Minister's 20-Point Economic Programme. It is, therefore, desirable that **evaluative studies should be carried out to find out the impact of the various schemes launched by various State Governments under these programmes. It is also necessary to find out the limitations of such measures so as to suggest the corrective action required to see that the desired benefits reach the needy persons belonging to the Scheduled Castes and the Scheduled Tribes. It is also recommended that the organisations engaged in the task of carrying out research into the problems of the Scheduled Castes and the Scheduled Tribes should take up these studies immediately and work as eyes and ears of the administrators in the field. Further, the new development effort in the tribal areas will require well thought out training programmes at the various levels: (a) for the top executives; (b) for the middle level managements; and (c) for those functionaries who come in actual contact with the people. It is suggested that the Tribal Research Institutes should review their training schemes and integrate them suitably with the research programmes to come up to the requirements of the latest development taking place in such areas.**

## CHAPTER 23

### DENOTIFIED, NOMADIC AND SEMI-NOMADIC TRIBES

(Article 46)

As already stated in previous Reports, Denotified Communities previously known as Criminal Tribes are mostly found in *Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Madhya Pradesh, Maharashtra, Karnataka, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh, West Bengal and Delhi*. The absence of adequate basic data has been responsible to a large extent for the partial failure of various measures taken by the Central and State Governments. In spite of the numerous measures initiated by the concerned State Governments and Union Territory Administrations for ameliorating their conditions during the last two decades, progress to bring them in the mainstream of national life of the country has been very slow. The process of rehabilitation and assimilation of these people with the rest of the people of the country has been rendered ineffective on account of stigma of anti-social heritage which surrounds them.

#### Welfare Programmes

23.2 According to the draft Fifth Five Year Plan, funds for the welfare of these communities will have to be provided in the State Sector which would call for greater vigilance on the part of the State Governments to ensure that these communities derive their due share from the general sector. Considering the socio-economic background of these communities there is every likelihood of such an arrangement resulting in a deterioration of their conditions, because the State Governments and Union Territory Administrations may not be able to find sufficient resources to meet the needs of these communities.

23.3 In order to wean away the Denotified Communities from their criminal pursuits and to improve the conditions of Nomadic and Semi-nomadic Tribes, some important recommendations were made in the Annual Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1971—73 which were reiterated in the Annual Report for the year 1973-74. **It is yet to be seen whether any action has been taken at the Central and State level to implement these recommendations or not.**

#### Educational Programmes

23.4 Illiteracy among the Denotified Communities residing in villages and mainly among the vagrant groups is the lowest. Establishment of Ashram Schools is one of the important schemes that was

initiated for the educational progress of these communities in order to save their children from the criminal stigma of their surroundings. In these schools the children are given free education, lodging, boarding, clothing, etc. The schemes for development of education among the children of Denotified Communities include grant of scholarships, stipends, exemption from payment of tuition and examination fees, etc.

23.5 According to the information furnished by the State Government of *Gujarat* there were six Ashram Schools in the State for Denotified Communities. In order to spread the education, facilities of *Balwadis* were also extended. At present there were 30 *Balwadis* in the State for the children of these communities. For post-matriculation education they were getting the benefits of scholarships similar to those of Scheduled Caste and Scheduled Tribe students. The students of these communities were also permitted to take the benefit of Book Bank for higher studies in Medical, Engineering and Pharmaceuticals. During the year under report it was reported that an expenditure of Rs. 11.85 lakhs (under State Plan Schemes) and Rs. 29.10 lakhs (under Non-plan Schemes) were incurred on the educational schemes of Denotified, Nomadic and Semi-nomadic Tribes in the State.

23.6 The State Government of *Tamil Nadu* stated that the withdrawal of Central assistance for the schemes framed for the Denotified Tribes during the year 1974-75 had made the State Government to shoulder additional burden. At present there were 277 schools including 10 High Schools and one residential school for these communities. Fifty three hostels were also maintained for these communities during the year 1974-75. Under the State Sector Plan an amount of Rs. 19.77 lakhs had been provided and against this, an expenditure of Rs. 14.51 lakhs was incurred during the year under report.

23.7 As far as Nomadic and Semi-nomadic Tribes are concerned no allocation was made specially for these communities by the Government of *Tamil Nadu*. All the schemes extended for Denotified Tribes are open for them. However, one residential school in Dharampuri District and an elementary school in North Arcot District were continued for the Lambadis. Annually a sum of about Rs. 45,000 is spent on their maintenance. **As already stated in previous reports the Nomadic and Semi-nomadic Tribes have to be gathered together and settled in a particular place by making them to understand that such a settled life will pay a good dividend to them. They**



may be provided with land and free amenities for agricultural operations.

### Economic Programmes

23.8 In the past, a number of settlements were established for these communities and they were allotted land for cultivation and given employment in factories, workshops specially started for them. Some training-cum-production centres were also started in different States for their economic uplift. The Government of *Gujarat* stated that the assistance for starting the small scale and cottage industries were also given. They were also given loan subsidy for purchase of oil engines etc. For the ladies of these communities they were given coaching in sewing and after completion of the training, sewing machine and other accessories free of charge within the limits of Rs. 500 were also given to them. An allocation of Rs. 2.24 lakhs was made under the State Plan Schemes whereas the expenditure was of Rs. 1.53 lakhs. On non-Plan schemes an allocation was of Rs. 2.00 lakhs an expenditure of Rs. 2.05 lakhs was incurred on these communities during 1974-75. It was also reported by the Government of *Gujarat* that a Denotified person whose total income does not exceed Rs. 3,600 annually was given free medical aid @Rs. 25 per month for ordinary cases, Rs. 50 per month in serious cases and Rs. 100 in serious maternity cases. Housing loan and assistance is also provided to them at the prescribed rates. Individuals are also given subsidy for construction of houses upto Rs. 900. The Government has also set up a special committee to give advice in the matter of upliftment of these communities. The Chairman of the said Committee was the Chief Secretary of the State.

23.9 Similarly, the Government of *Tamil Nadu* maintained general purpose engineering workshops and training centres for imparting training to persons belonging to these communities helping them to get self-employed. Supply of tools and implements for the ex-trainees of these workshops also continued during the year under report. The Government of *Tamil Nadu* stated that the Central Government was aiding for the implementation of the schemes under centrally sponsored programmes by providing a

lumpsum provision of about Rs. 18.00 lakhs per year during the Fourth Five Year Plan. Since the Government have now declined to make any grant in the Fifth Five Year Plan under the centrally sponsored programmes, no new scheme could be thought of. Considering the above difficulties the socio-economic measures already taken up for the welfare of these communities might, it is feared, result in deterioration of their conditions because the State Governments and Union Territory Administrations find their financial resources insufficient to meet the needs of these communities. Hence the Government of India should consider reviving the assistance for Denotified Tribes under centrally sponsored schemes during the remaining years of Fifth Five Year Plan.

### Non-official Agencies

23.10 The 20-Point Programme announced by the Prime Minister, Smt. Indira Gandhi, marks the beginning of a battle against poverty and sufferings of the deprived and downtrodden sections of the society. The voluntary organisation with their team of selfless and devoted workers have now a special and dynamic role to play with missionary zeal in moulding the life and character of the Denotified, Nomadic and Semi-nomadic Tribes.

23.11 The Bharatiya Ghumantu Jan Sevak Sangh, New Delhi has been working since 10th May, 1962 for the educational, economic and social welfare of nomadic tribes. The following programmes were continued by the Sangh during the year under report:

(1) Mobile Schools	10
(2) Industrial Ashram School	1
(3) Workshops	2
(4) Inspector/Pracharaks	3

23.12 The programme of the Sangh for the Nomadic Tribes is encouraging and if various non-official agencies work in collaboration with State Governments concerned for implementing various welfare measures, these communities can lead a normal life and they can be brought in the mainstream of Indian social life.

## CHAPTER 24

### ANGLO-INDIANS

(Articles 331, 333 and 334)

Shri Frank Anthony and Smt. M. Godfrey, belonging to Anglo-Indian community, who were nominated to the Lok Sabha by the President under Article 331 of the Constitution, continued to be the members of the Fifth Lok Sabha, during the year 1974-75.

24.2 One Anglo-Indian Member each in the Vidhan Sabhas of Andhra Pradesh, Bihar, Karnataka,

Kerala, Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh and West Bengal, as nominated by the Governor of the respective States under Article 333 of the Constitution, continued to represent the Anglo-Indian community in these State Vidhan Sabhas during the year 1974-75.

Sd/-.

SHANKARRAO MANE

*Commissioner*



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## **APPENDICES**

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# APPENDIX I

(Reference para 2.51)

Information furnished by various State Governments/Union Territory Admins. regarding the action taken by them to avoid delay in the award of Post-Matric Scholarships

Name of the States/Union Territories	Steps taken
1	2
Andhra Pradesh . . . . .	(i) Scheduled Caste and Scheduled Tribe students have been exempted from payment of tuition, special fees etc. (ii) Universities and Colleges where there are hostels have been instructed not to insist on prior payment of boarding and lodging charges. (iii) Hostels are also run by Government exclusively for Scheduled Caste/Scheduled Tribe students and free boarding and lodging is provided.
Bihar . . . . .	(i) A time schedule for the various stages of award and disbursement of stipends has been laid down and district officers have been asked to see that the time schedule is adhered to. (ii) Students are given <i>ad hoc</i> advances for a period of 3 months from the date of reopening of the College.
Gujarat . . . . .	(i) The system of identity cards has been introduced. (ii) An officer of the backward classes Department visits important institution for guiding pupils and the college authorities in the completion of application forms. (iii) The staff for disbursing the awards has been supplemented. (iv) <i>Ad hoc</i> advances of scholarship amount are given to institutions. (v) A time schedule has been fixed for completion of various stages to eliminate delays. (vi) A pamphlet containing guidance to students as to how the application forms should be filled has been brought out.
Haryana . . . . .	A time schedule has been laid down and a procedure evolved whereby the State Government hope to sanction and disburse scholarships within one month of the receipt of applications.
Jammu & Kashmir . . . . .	(i) The procedure for disbursement of scholarships is being streamlined. (ii) The District Welfare Officers are being asked to watch the timely disbursement of scholarships.
Madhya Pradesh . . . . .	(i) Power to award scholarships has been decentralised to the district officers. (ii) Steps have been taken to eliminate delays in the forwarding of application forms by educational institutions. (iii) Instructions have been issued to the District Organisers and the Deputy Director to visit institutions and expedite disposal of scholarships.
Maharashtra . . . . .	(i) A brochure to give the students and the colleges the fullest idea of the facilities and procedure for the award of Post-matric scholarships has been brought out. (ii) Applications will be collected from the colleges at the divisional level by the State Government officials. Scholarships will be paid every month by the Principals of the Colleges.
Karnataka . . . . .	(i) A system of issuing cheques to the educational institution for payment of a scholarships has been introduced. (ii) Students are given <i>ad hoc</i> advance of scholarship of Rs. 100 to Rs. 200 depending upon the course of study. (iii) The scheme has been decentralised and the District Social Welfare Officer now sanctioned the scholarship for June 1975-76.
Nagaland . . . . .	Scholarships are drawn in advance and sent every month to institutions for payment.
Orissa . . . . .	(i) <i>Ad hoc</i> advances are made for four months. (ii) Action is being taken to avoid delays at the level of Principals.

1	2
Punjab . . . . .	The Scholarship amount for the whole session is drawn and remitted to the Principals by means of RTRs/Bank Drafts for disbursement to students on monthly basis.
Rajasthan . . . . .	(i) It is proposed to utilise the services of the District Probation and Social Welfare Officers for sanction and payment of scholarships. (ii) A time schedule for the award and disbursement of scholarships has been laid down.
Tamil Nadu	(i) The scheme has been decentralised to the level of District Welfare Officers since 1971-72. The District Collector has been authorised to sanction temporary staff during peak session. (ii) Time limit of 20 days for renewal and one month for fresh cases has been fixed for sanction and disbursement of scholarships. (iii) Entitlement Cards system is already in vogue in the State. (iv) An <i>ad hoc</i> grant of Rs. 200 p.m. in Madras city and Rs. 150 p.m. in Mofusil is sanctioned for Scheduled Caste and Scheduled Tribe students to enable them to pay hostel deposits and to purchase books. (v) Instructions have been issued to District Collectors to dispose of scholarship applications by the end of August.
Uttar Pradesh . . . . .	(i) The scheme has been decentralised and scholarships will be awarded and paid by the District Inspectors of schools. (ii) A time schedule for the award of scholarships has been laid down.
West Bengal . . . . .	(i) The scheme has been decentralised. (ii) Advance scholarships are given in professional courses.
Tripura . . . . .	(i) The authority of drawal and disbursement of scholarship has been decentralised to the Principals of Government Colleges. Scholarships of students studying outside Tripura are sent by Deputy Director of Education. (ii) Promptness of action by the Principals and the Deputy Director is watched.
Andaman & Nicobar Islands . . . . .	Scholarships are being paid regularly.
Goa, Daman & Diu . . . . .	(i) It has been decided to pay scholarships monthly. (ii) Entitlement card system has been introduced.



# APPENDIX II

(Reference para 2.72)

## Academic performance of Scheduled Caste/Scheduled Tribe students in Indian Institutes of Technology

Entry	Number admitted	Number on Rolls (exclude withdrawals)	Number passed	Pass percentage w.r.t. no. on Rolls	Number with- drawn
<b>I.I.T. Bombay</b>					
1973 I Yr.	17	4	4	100	—
1973 Prep. Course	13	9	2	22	4
1974 I Yr. from 1973 entry	9	9	2	22	—
1974 Prep. Course	41	34	14	45	7
<b>I.I.T. Delhi</b>					
1973 I Yr.	48	44	7	15	4
1974 Repeaters		23	13	57	14
1974 I Yr.					
<b>I.I.T. Kanpur</b>					
1973 I Year	44	43	13	30	1
1974 I Year	45	44	16	36	1
<b>I.I.T. Kharagpur</b>					
1973 I Year	67	54	28	55	13
1974 I Year Repeaters	19	16	4	25	3
1974 I Year	81	60	17	28	21
<b>I.I.T. Madras</b>					
1973 I Semester	37	34	17	50	3
1973 Repeat I Semester		17	14	82	—
1973 II Semester	31	30	24	80	1
1974 Special Course	33 (New)	42	34	81	—
First half	9 (Repeaters)				

# APPENDIX III

(Reference para 2.74)

STATEMENT NO. 1.

Statement showing State-wise the number of I.T.Is/Centres functioning, number of seats introduced, number of trainees on roll and Number and percentage of S.C. & S.T. Trainees on Roll under the Craftsmen Training Scheme as on 31-12-1974

State/Union Territory	No. of I.T.Is/ Centres function- ing	No. of seats introdu- ced	No. of trainees on rolls	No. of S.C. trainees included in Col. (4)	Percen- tage	No. of S.T. trainees included in Col (4)	Percen- tage
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. Andhra Pradesh	21	8,312	8,608	1,094	12.71	72	0.84
2. Assam	8	3,056	2,141	145	6.71	184	8.59
3. Bihar	29	12,773	8,924	661	7.41	577	6.47
4. Gujarat	18	5,492	5,184	358	6.91	173	3.34
5. Haryana	17	7,948	7,103	599	8.43	8	0.11
6. Himachal Pradesh	7	1,828	1,427	241	16.89	66	4.63
7. Jammu & Kashmir	7	1,352	1,107	51	4.61	—	—
8. Karnataka	14	5,557	5,520	567	10.27	59	1.07
9. Kerala	10	6,432	6,275	554	8.83	46	0.73
10. Madhya Pradesh	23	11,684	11,245	1,092	9.71	857	7.62
11. Maharashtra	32	17,980	17,478	2,218	12.69	571	3.27
12. Manipur	1	436	458	4	0.87	156	34.06
13. Meghalaya	1	280	—	—	—	—	—
14. Nagaland	1	156	134	—	—	134	100.00
15. Orissa	10	3,832	3,807	438	11.51	432	11.35
16. Punjab	28	11,796	10,223	1,387	13.57	1	0.09
17. Rajasthan	15	3,080	2,809	323	11.50	37	1.31
18. Tamil Nadu	32	11,990	10,039	1,997	19.89	7	0.07
19. Tripura	2	520	322	59	18.32	206	6.21
20. Uttar Pradesh	50	23,488	21,334	2,748	12.88	14	0.07
21. West Bengal	17	9,740	8,235	739	8.97	82	0.99
22. Arunachal Pradesh	1	31	15	—	—	15	10.00
23. Chandigarh	2	800	729	70	9.60	—	—
24. Delhi	7	5,392	5,094	337	6.62	8	0.16
25. Goa	1	370	363	9	0.25	—	—
26. Mizoram	1	168	13	—	—	13	100.00
27. Pondicherry	1	152	142	23	16.20	1	0.70
ALL INDIA TOTAL	356	1,54,645	1,38,729	15,714	11.32	3,719	2.54

## STATEMENT No. 2

Statement showing trade-wise the seats introduced, trainees on roll and number of Scheduled Caste and Scheduled Tribe Trainees among them under Craftsman training Scheme as on 31-12-1974

Sl. No.	Trade	Number of seats introduced	Number of trainees undergoing training	Number of S.C. trainees included in col. 4	Number of S.T. trainees included in col. 4
1	2	3	4	5	6
<b>Engineering Trades</b>					
1.	Building Constructor	480	225	32	52
2.	Draughtsman (Civil)	2,978	2,893	280	50
3.	Draughtsman (Mechanical)	3,908	3,612	324	45
4.	Electrician	15,883	15,459	1,379	262
5.	Electroplater	563	272	39	4
6.	Fitter	24,943	23,033	2,919	682
7.	Instrument Mechanic	2,314	2,029	159	23
8.	Machinist (Composite)	9,874	9,167	893	245
9.	Machinist (Grinder)	2,000	1,804	172	38
10.	Machinist (Miller)	948	935	93	34
11.	Machinist (S.S.P.)	1,068	967	94	26
12.	Mechanic (Radio & Telv.)	3,536	2,927	231	36
13.	Pattern Maker	1,366	624	71	4
14.	Surveyor	1,762	1,589	146	31
15.	Turner	15,545	14,555	1,639	386
16.	Watch & Clock Maker	224	144	25	1
17.	Wireman	9,919	9,140	1,098	288
18.	Electronics	672	711	34	3
19.	Tool & Die Maker	879	771	61	8
20.	Blacksmith	2,816	1,341	252	73
21.	Carpenter	4,241	2,325	526	119
22.	Mechanic (Diesel)	2,778	2,723	289	83
23.	Mechanic (Motor Vehicle)	8,792	8,700	994	323
24.	Mechanic (Tractor)	2,560	2,346	232	23
25.	Moulder	4,058	3,140	494	129
26.	Painter	754	541	84	4
27.	Plumber	1,200	946	121	11
28.	Refrigeration & Airconditioning Mechanic	1,867	1,627	98	8
29.	Sheet Metal Worker	2,967	2,086	340	49
30.	Upholstry				
31.	Welder (Gas & Electric)	9,949	9,426	1,181	308
32.	Wireless Operator	128	128	14	1
TOTAL		1,40,983	1,26,186	14,309	3,349
<b>Non-Engineering Trades</b>					
1.	Bleaching, Dyeing and Printing	64	46	17	—
2.	Hand weaving of Fancy and furnishing fabrics with Cotton Wool etc.	242	72	18	2
3.	Hand weaving of Woollen Fabrics	16	—	4	—
4.	Knitting with hand and Machine	224	112	7	2
5.	Hand weaving of Newar, Tape Durries and Carpets	48	29	2	—
6.	Manufacture of sports Goods (Wood)	16	6	4	—
7.	Manufacture of Household Utensils	—	—	—	—
8.	Manufacture of sports Goods (Misc).	—	—	—	—
9.	Manufacture of Foot Wear	80	26	23	—

1	2	3	4	5	6
10. Manufacture of Suitcases		80	26	2	—
11. Manufacture of sports Goods (Leather).		16	10	10	—
12. Book Binding		227	138	32	1
13. Hand Composing and Proof reading		652	483	69	8
14. Printing Machine Operator (P.M.O.)		604	440	65	5
15. Cutting & Tailoring		3,063	3,124	274	32
16. Preservation of Fruit & Vegetables including Canning		64	59	12	—
17. Embroidery and Needle Work		739	713	47	—
18. Manufacture of Fancy Work Leather Goods		64	37	25	1
19. Cane, Willow and Bamboo Work		16	13	—	5
20. Stenography (English)		4,119	3,911	373	111
21. Stenography (Hindi)		2,416	2,333	262	17
22. Stenography (Punjabi).		912	965	159	—
TOTAL		13,662	12,543	1,405	184
Total Engineering Trades		1,40,983	1,26,186	14,309	3,349
Total Non-Engineering Trades		13,662	12,543	1,405	184
ALL INDIA TOTAL		1,54,645	1,38,729	15,714	3,533

# APPENDIX IV

(Reference para 3.27-3.28)

Statement showing position about recruitment of candidates belonging to Scheduled Castes and Scheduled Tribes against vacancies reserved for them on the results of the Examination held during the years 1970 to 1974

Name of Examination	Year	Scheduled Castes			Scheduled Tribes		
		No. of vacancies reserved	Number of candidates		No. of vacancies reserved	Number of candidates	
			App- eared	Re- com- mended		App- eared	Re- com- mended
1	2	3	4	5	6	7	8
1. Indian Administrative Service etc. Examination	1970	-	65*	1286	65	28*	266
	1971		93*	1313	93	46*	307
	1972		91*	1626	91	56*	359
	1973		91*	1930	93£	56*	442
	1974		83	2017	94**	74	475
2. Indian Forest Service Examination	1970		3	96	3	—	18
	1971		2	82	2	1	13
	1972		2	89	2	1	26
	1973		5*	152	5	3*	32
	1974		8	181	8	4	34
3. Indian Economic Service/Indian Statistical Service Examination	1970	IES :	4	76	4	3	9
		ISS :	3	—	—	1	—
	1971	IES :	2	91	2	2	18
		ISS :	3	—	—	1	—
	1972	IES :	3*	49	4	1	6
		ISS :	1	—	—	—	—
	1973	IES :	2	35	2	1	8
		ISS :	1	—	—	—	—
	1974	IES :	2	43	2	1	8
		ISS :	1	—	—	—	—
4. Engineering Services Examination	1970		47	102	17	28	10
	1971		57	96	14	29	6
	1972		77	148	38	49	8
	1973		63	158	16	40	10
	1974		92	138	30	63	7
5. Engineering Service (Electronics) Examination	1970		15	4	2	3	—
	1971		29	11	4	15	1
	1972		49	9	2	22	—
	1973		21	19	7	10	1
	1974		62	17	2	29	—
6. Geologists' Examination	1970		31	4	1	14	1
	1971		21	3	2	11	1
	1972		5	6	1	2	3
	1973		58	3	1	29	—
	1974		40	7	4	20	2
7. Special Class Railway Apprentices' Examination	1970		1	90	1	1	7
	1971		2	95	2	2	3
	1972		1	103	2	3	10
	1973		3	96	3	3	6
	1974		4	44	3	4	8
8. Assistants Grade Examination	1970	No examination was held.					
	1971		62*	998	62	45*	41
	1972		59*	1136	59	31*	63
	1973		58*	1005	58	46*	62
	1974		47	1130	57@	92	70
9. Stenographers' Examination	1970		34	188	11	25	11
	1971		30	203	12	20	12
	1972		27	126	5	17	14
	1973		39*	134	8	19*	12
	1974		20	96	4	15	17

\*Includes vacancies remaining unfilled on the results of the corresponding examination for Released Emergency Commissioned/Short Service Commissioned Officers.

\*\*Includes one candidate recommended against vacancies reserved for Scheduled Tribe candidates.

£Includes two candidates recommended against vacancies reserved for Scheduled Tribe candidates.

@Includes 10 candidates recommended against vacancies reserved for Scheduled Tribe candidates.

## APPENDIX V

(Reference para 3.32)

Statement showing the number of reserved vacancies dereserved during the year 1973, (Ending on 31-12-1973) in all classes of posts in various Ministries/Departments under the Government of India

Sl. No.	Ministry/Department	Class	Total number of vacancies proposed for dereservation with mode of recruitment										No. of vacancies for which SC/ST candidates										No. of vacancies in which proposals for dereservation were						No. of vacancies in which post-facto approval was sought	Remarks														
			Direct					Promotion					Confirmation					Total					Not available					Available but not found suitable					Agreed by DP & AR					Not agreed by DP & AR						
			SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST			SC	ST	SC	ST										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22																							
1.	Department of Agriculture .	I	2	1	—	—	—	—	2	1	2	1	—	—	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	4	4	—	2	—	—	4	6	4	6	—	—	4	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
2.	Department of Food .	III	—	1	—	—	7	2	7	3	7	3	—	—	7	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
3.	Ministry of Communications .	II	—	—	—	—	1	1	1	1	1	1	—	—	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	9	4	2	1	—	8	11	13	11	13	—	—	11	13	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
4.	Ministry of Defence .	I	2	—	—	—	—	—	2	—	1	—	1	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		II	42	31	20	19	3	1	65	51	65	51	—	—	59	47	6	4	12	7	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	51	112	171	194	57	41	279	347	277	343	2	4	277	334	2	13	9	47	—	—	—	—	—	—	—	—	—	—	—	—	—											
		IV	—	65	—	—	—	—	—	65	—	65	—	—	—	—	8	—	57	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
5.	Department of Education .	III	—	—	—	1	—	—	—	1	—	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
6.	Department of Social Welfare	IV	—	—	—	—	—	—	—	1	—	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
7.	Department of Expenditure	II	34	27	—	—	22	18	56	45	56	45	—	—	56	45	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	2	2	—	—	21	15	23	17	23	17	—	—	23	17	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
8.	Department of Revenue and Insurance . . . . .	III	3	4	45	52	—	—	48	56	48	56	—	—	48	56	—	—	3	7	—	—	—	—	—	—	—	—	—	—	—	—	—											
9.	Department of Economic Affairs . . . . .	III	—	1	1	—	—	—	1	1	1	1	—	—	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
10.	Ministry of Home Affairs .	II	—	—	3	8	1	1	4	9	4	9	—	—	4	9	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
11.	Department of Health . .	I	1	—	—	—	—	—	1	—	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		II	1	—	—	—	—	—	1	—	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	2	3	—	—	—	—	2	3	2	3	—	—	2	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
12.	Ministry of Industrial Development . . . . .	II	1	—	—	—	—	—	1	—	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	6	9	—	—	—	—	6	9	6	9	—	—	—	—	1	6	8	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
13.	Ministry of Information and Broadcasting . . . . .	I	—	—	1	1	—	—	1	1	1	1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		II	—	1	—	—	1	—	1	1	1	1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	7	11	1	2	—	—	8	13	8	13	—	—	8	12	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		IV	—	1	—	—	—	—	—	1	—	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
14.	Ministry of Irrigation and Power	II	1	—	—	—	3	3	4	3	4	3	—	—	4	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
15.	Department of Labour . .	I	2	—	—	—	2	2	4	2	4	2	—	—	4	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		II	—	—	—	—	3	2	3	2	3	2	—	—	3	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
		III	—	1	1	1	8	17	9	19	9	19	—	—	9	19	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											
16.	Department of Rehabilitation	IV	—	—	—	—	—	1	—	1	—	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—											





# APPENDIX VI

(Reference para 3.46)

Statement showing the Representation of Scheduled Castes and Scheduled Tribes in the State Public Service Commissions during the year 1974-75 in respect of the States from whom the information was received during the year under Report

Sl. No.	Name of the State	Total No. of members including the Chairman	Whether the Chairman belongs to SC or ST (Yes or No)	No. of other members belonging to	
				SCs	STs
1.	Andhra Pradesh . . . . .	4	No	1	—
2.	Assam . . . . .	3	Yes(ST)	—	—
3.	Bihar . . . . .	7	No	1	1
4.	Gujarat . . . . .	3	No	1	—
5.	Haryana . . . . .	3	No	—	—
6.	Jammu & Kashmir . . . . .	4	No	—	—
7.	Karnataka . . . . .	7	No	1	—
8.	Kerala . . . . .	7	No	1	—
9.	Madhya Pradesh . . . . .	5	No	1	—
10.	Maharashtra . . . . .	6	Yes(SC)	—	—
11.	Manipur . . . . .	3	No	—	1
12.	Meghalaya . . . . .	2	Yes(ST)	—	1
13.	Rajasthan . . . . .	4	No	—	1
14.	Tripura . . . . .	2	No	—	1
15.	Uttar Pradesh . . . . .	8	No	2	—
		68	SC 1 ST 2	8	5

## APPENDIX VII

(Reference para 4.7)

Paper contributed by Shri Shankarrao Mane, Commissioner for Scheduled Castes and Scheduled Tribes, for the Andhra Pradesh State Harijan Conference held at Hyderabad in April, 1976

I am happy to note that the Government of Andhra Pradesh has called a State level Harijan Conference to prepare an intensive time-bound and practical action programme for the development of Scheduled Castes. In this paper, I have discussed the problems of economic development which I consider to be crucial for the development and advancement of Scheduled Castes. The social and educational problems are also very important and deserve a detailed discussion. Side by side with the programmes of economic development of Scheduled Castes, it is necessary that the efforts that are being made in the field of education are accelerated so that persons belonging to these communities are in a position to derive benefits of the various economic development schemes and secure jobs which are reserved for them in various services and posts under the State control. The enjoyment of the fruits of economic development by the Scheduled Castes and Scheduled Tribes is directly dependent on their being able to attain the necessary educational standards and this, in turn, to a great extent, depends on removing their social disabilities which had been a great hurdle in their social and economic development and creating a congenial atmosphere for the development of these communities, who have been the victims of a caste-ridden society for generations. This could be possible only if all concerned make earnest efforts with a sense of commitment and dedication. The necessary atmosphere of discipline for the attainment of these ends have been created after the declaration of Emergency and particularly the announcement of the 20-Point Economic Programme by the Prime Minister, which mainly aims at the upliftment of the weaker sections and which is essentially a time-bound action programme.

Before we consider the question of economic development of Scheduled Castes in Andhra Pradesh, I think we should have a look at some statistics in regard to literacy and livelihood pattern of Scheduled Caste persons in the State.

### Literacy

The table below indicates the percentage of literacy amongst Scheduled Castes as compared to the general population based on the 1961 and 1971 Census:—

	1961 Census	1971 Census
General . . . . .	21.20	24.57
Scheduled Castes . . . . .	8.47	10.66

It will be seen from the above table that there is not only still a wide gap between the literacy of Scheduled Castes and the general population in the State, but this gap is increasing. This is an alarming situation and requires to be rectified by taking suitable measures.

### Enrolment

The table below indicates the position regarding enrolment of Scheduled Caste children during the years 1968-69 and 1973-74 in Classes I to V and VI to VIII :—

Category	1968-69		1973-74	
	Classes I to V	Classes VI to VIII	Classes I to V	Classes VI to VIII
General . . . . .	39,34,790	7,01,930	40,12,164	7,38,874
Scheduled Castes . . . . .	5,32,194	67,447	4,94,088	64,670

It will be seen from this table that there has been a fall in the enrolment of Scheduled Caste children in both stages of education during the Fourth Plan period in spite of incurring so much expenditure on expansion of education during the Plan period. The position is more discouraging since in the year 1974-75 instead of improving, the position has further deteriorated as the data for that year shows enrolment of Scheduled Castes in Classes I—V as 4,46,654 and that in Classes VI—VIII as 59,223. This calls for a study in depth to find out the reasons for such a state of affairs and corrective measures to be initiated for attracting children belonging to these communities for enrolling themselves in primary and middle schools. A new approach needs to be followed by preparing time-bound programmes to achieve the targets of universal elementary education for the children belonging to Scheduled Castes and their retention in the schools. This may require recasting of the State Education Plan and preparation of new programmes to meet their special requirements so as to give added weightage in favour of the programmes designed to achieve the objective.

The formulation of various educational programmes right from the District/Block level should be done with full cooperation of the local administration and the elected representatives of the people. I do not know how far the programmes of non-formal education has been introduced for persons belonging to Scheduled Castes. I am sure that the Conference would discuss this question in greater detail and give guidelines for accelerating this programme so that the Scheduled Caste persons living in rural areas may be able to understand not only the benefits of scientific agriculture, forestry, animal husbandry, hygiene and nutrition but also understand the causes of their exploitation with regard to indebtedness, land alienation and other social evils.

### Occupational distribution of Scheduled Castes

The 1971 Census has brought out data regarding occupational distribution of Scheduled Caste workers. The table below indicates the occupational distribution in percentages amongst the Scheduled Caste workers as compared to the total population of the State:—

Category	Total population	Scheduled Castes population
(i) Cultivators . . . . .	32	14
(ii) Agriculture Labourers . . . . .	38	71
(iii) Mining, Quarrying, Livestock, Forestry, Fishing, Horticulture and Plantation, Orchard and allied activities . . . . .	4	3
(iv) Household Industry . . . . .	5	2
(v) Manufacturing other than house-hold industry . . . . .	4	2
(vi) Construction . . . . .	2	1
(vii) Trade and Commerce . . . . .	5	1
(viii) Transport and communication . . . . .	2	2
(ix) Other services . . . . .	8	4
TOTAL . . . . .	100	100

It will be seen from the above table, that 85 persons amongst Scheduled Caste workers were engaged in agriculture as compared to 70 persons in the total population. 14 Scheduled Caste persons were working as cultivators whereas in total population there were 32 cultivators. It will also be seen that the incidence of landlessness amongst the Scheduled Castes was almost double than that in the total population of the State. In other sectors, like mining, quarrying, etc. and house-hold industry, only 5 scheduled Caste persons were employed as against 9 persons in the total population. In sectors, like manufacturing other than house-hold industry and construction, 3 Scheduled Caste persons against 6 persons in the total population were employed. In other sectors relating to trade and commerce and transport and communications, only 3 Scheduled Caste persons as compared to 7 in the total population earned their livelihood through these means. The above description illustrates the poor economic position of the Scheduled Castes in the agricultural sector and in house-hold industry which is directly responsible for their lagging behind in the fields of trade and commerce and saving sufficient resources for education of their children.

### Sectional imbalances

The Government of Andhra Pradesh has acknowledged that next to regional imbalances, the most important factor to be taken into account is what may be called sectional imbalances or disparities in income of different sections of society. The State draft Fifth Five Year Plan says that "the two most important manifestations of these imbalances are in caste terms the Scheduled Castes and Scheduled Tribes and in a broad economic sense the small farmers and agricultural labourers. The programme of increasing public consumption and the employment programmes ought to benefit these sections most".

### Flow of funds for the Welfare of Scheduled Castes from General Sectors

In all the Five Year Plans including the Fifth Five Year Plan, it has been emphasised that the Scheduled Castes must receive their due share from the general sectors. In fact the economic development of these communities can only be brought about by various Development Departments like agriculture, minor irrigation, animal husbandry, industry, cooperation, etc., etc. For this purpose, they should chalk out schemes designed specially for the benefit of members of these communities to be financed out of their funds. Immediately after attainment of Independence and the planned development undertaken in our country, it was felt necessary that Departments of Harijan/Social Welfare should be established to look after the special problems of the Scheduled Castes. However, the idea of creating a department for Scheduled Castes and earmarking of special funds for them in the annual budgets was considered by the other Development Departments as absolving them of their responsibility towards these communities. Andhra Pradesh was the first State which issued instructions when late Shri D. Sanjivayya was the Chief Minister for earmarking 15 per cent of funds by each Development Department to be spent on the welfare of these communities. Detailed instructions were also issued to the various Departments in this regard. However, no serious efforts were made by the concerned Departments to earmark and spend funds on schemes specially designed for the economic development of these communities.

### Resolutions adopted at the State Ministers Conference held in April, 1975 regarding flow of sectoral allocations for Scheduled Castes

The following resolutions were adopted by the State Ministers Conference held on 19-20th April, 1975:—

- (i) The effort of each general sector for the development of Scheduled Castes are to be quantified. In making such quantification, the eligibility conditions are to be relaxed in favour of those communities wherever necessary. Such quantification is to be made both at the time of planning and budgeting.
- (ii) Formation of a sub-committee of the Cabinet and a committee of Secretaries under the Chairmanship of the Chief Secretary to oversee and direct the flow of sectoral allocations in favour of these communities. Cells in the Planning/Finance Departments are to be set up for ensuring flow of resources. The Finance Department to clear the annual budget proposals of the Department concerned only after such quantification has been made and previous year's performance reviewed.
- (iii) The Department incharge of Harijan Welfare to watch the progress of quantification by the various departments and also evaluate at the district level whether the benefits as earmarked have reached the beneficiaries.

The Government of Andhra Pradesh has intimated that "the Director of Harijan Welfare should identify and work out detailed schemes for each department upto 15% of its budget excluding therefrom common items wherever feasible. The Departments should implement such schemes. Alternatively the Director of Harijan Welfare may examine possibility of doubling the allotment of funds for the Harijan Welfare Department".

It would be seen from above that instead of asking the various General Sector departments to realise their responsibility towards the Scheduled Castes by quantifying the benefits which could be made available to the Scheduled Castes by relaxing eligibility conditions, this responsibility has been entrusted to the Director of Harijan Welfare. In fact, the alternative suggested indicates that there is every likelihood of the various General Sector departments not agreeing to earmarking funds for the development of Scheduled Castes. It will be interesting to find out the results of the efforts made by the Director of Harijan Welfare in identifying the schemes of each department from which benefits are expected to flow to Scheduled Caste persons.

I feel that this exercise of locating various schemes in each sector for earmarking funds for the development of Scheduled Castes should be entrusted to a Committee of Secretaries in which the Department of Planning must play the role of a catalyst. We are now in the midst of the third year of the Fifth Five Year Plan and it appears to me that there is perhaps very little progress in translating into action the strategy accepted in the Fifth Five Year Plan that the main thrust of development for Scheduled Castes will be provided by the general sectors. I would, therefore, urge the Conference to devote attention on this important point and would be happy if this Conference can pinpoint the various schemes sector-wise where earmarking of funds specially for Scheduled Castes can be done.

#### *Expenditure under Backward Classes Sector on Scheduled Castes*

The table below indicates the expenditure incurred on the development of Scheduled Castes under various heads out of the funds provided under Backward Classes Sector during the Five Year Plans:—

Scheme	(Rs. in lakhs)										
	First Plan	Second Plan		Third Plan		1966—69		Fourth Plan		Fifth Plan outlay	
		State Sector	CSP	State Sector	CSP	State Sector	CSP	State Sector	CSP	State Sector	
Education . . . . .	2.65	42.25	NA	114.67	88.39	16.66	NA	100.97*	11.61	390.00	
Economic Uplift . . . . .	—	1.35	17.51	11.66	—	NA	NA	17.70	—	160.00	
Health, Housing & Others . . . . .	—	66.10	11.12	22.82	59.83	NA	NA	—	3.93	250.00	

\*Includes an amount of Rs. 30.23 lakhs on nutrition.

It will be seen from above, that bulk of funds under the Backward Classes Sector were spent on the educational development and very meagre funds were provided for economic development. No doubt, some members of these communities might have derived benefit from the general sectors but we have no figures to indicate the extent of help given to them.

#### *Establishment of A.P. Cooperative Finance Corporation Limited*

Such a situation developed not only in Andhra Pradesh but in many other States in the country which led to the demands of Scheduled Caste persons for a special institution to help in their economic development. The formation of the Andhra Pradesh Scheduled Castes Cooperative Finance Corporation Limited in February, 1974 with an authorised share capital of Rs. 1 crore is a direct outcome to fill in the void. The Corporation has to plan, promote and assist programmes of agricultural development, animal husbandry, marketing, processing, supply and storage of agricultural produce, small scale and cottage industries, etc. The aim of the Corporation is to set up a network of employment oriented industries, cottage and small scale industries by providing technical know-how, managerial assistance, etc.

#### *Margin money advanced by the Corporation*

The Corporation advances loans to Scheduled Caste persons by way of margin money upto 20% and the remaining 80% is to be financed by various financial institutions for schemes approved by them. The amount advanced by the Corporation as margin money during 1973-74 to 1975-76 was as under:—

Year	Amount
1973-74 . . . . .	38,15,000
1974-75 . . . . .	48,29,000
1975-76 . . . . .	55,00,000
<b>TOTAL</b>	<b>1,41,44,000</b>

As against the advance of margin money to the tune of Rs. 1.41 crores by the Corporation, the banks' participation should have been four times this amount, but the actual participation of the banks upto 20-8-75 was only Rs. 45,37,369. This indicates that the Banks are reluctant to come forward to assist the Scheduled Caste persons in starting industries either on individual or co-operative basis. A lot of publicity has been given to the scheme by the Nationalised Banks of grant of loans to weaker amongst the weak at the differential rate of interest which is 4% per annum. I do not know at what rate the commercial banks have advanced the amount of Rs. 45 lakhs to the Scheduled Caste persons who have been assisted by the Corporation. I, however, strongly feel that no Scheduled Caste entrepreneur should be charged more than 4% per annum interest on the loans advanced by the Nationalised Banks. The difference between the higher rate of interest at which loans are advanced by the Banks and the 4% that may be charged from the beneficiaries must be borne by the Corporation out of the grant received by it from the State Government.

There are a number of other Corporations who should also follow the suggestion made above and bear the difference between the higher rate of interest on which loans are advanced by them and the 4% of interest to be paid by the Scheduled Caste beneficiaries by suitably modifying their policies and programmes in favour of these communities.

### *Strategy of development of Sub-Plan areas for tribal areas.*

As you are aware, in the case of Scheduled Tribes a new strategy has been evolved in the Fifth Five Year Plan for the preparation of a Sub-Plan for the tribal areas and the preparation and implementation of Integrated Tribal Development Projects. One of the direct benefits of this approach is that the thrust for the development of tribal areas and Scheduled Tribes would come from the general sectors of development. The population of Scheduled Tribes in Andhra Pradesh, according to 1971 Census, was 16 lakhs. The Sub-Plan for tribal areas that has been drawn up by your State Government indicates that Rs. 34.83 crores would be provided by the State sector, Rs. 7 crores as a special Central assistance and taking into account the resource mobilisation from the institutional financing agencies, the Sub-Plan is expected to be of the order of Rs. 45 crores and this amount would be utilised for the all round development of the Scheduled Tribes living in identified tribal areas during the Fifth Five Year Plan period. This is a very good development.

### *New approach for development of Scheduled Castes living in concentrated areas*

I feel that a beginning, however small, should be made on the same lines for integrated development of pockets having concentration of Scheduled Caste population. There are 26 Talukas in Andhra Pradesh where the population of Scheduled Castes is more than 20%. I think that an exercise to demarcate such areas is urgently called for and a project report for the development of Scheduled Caste living in these areas may be attempted. After a study in depth of the existing conditions of Scheduled Castes has been made in these areas, it would be fruitful to take up schemes like provision of irrigation facilities, agricultural inputs, setting of agro-service centres, schemes for providing subsidiary occupations like goat rearing, pig rearing, backyard poultry, spinning, weaving, tanning of hides and employment oriented schemes like excavation of tanks, levelling of lands, soil conservation, etc., etc. If this exercise is done, it will be possible to persuade the concerned Departments to allot sizeable funds from their resources which may be spent for the speedy improvement of the economic conditions of Scheduled Castes.

### *20-Point Economic Programme*

The announcement of the 20-Point Economic Programme of the Prime Minister has roused the aspirations of the Scheduled Castes all over the country. The following four items included in this programme deserve urgent attention:—

1. Abolition of bonded labour.
2. Liquidation of rural indebtedness and legislation for moratorium on recovery of debts.
3. Review of minimum wages for agriculture labourers.
4. Allotment of surplus land.

### *Eradication of Bonded Labour system*

Bonded labour has been abolished by an Act of Parliament and the Government of Andhra Pradesh have asked all Collectors in the State to submit proposals for constitution of Vigilance Committees and for conferment of powers of Judicial Magistrates. This system is actually an outcome of debt-bondage which is widely prevalent in the rural areas. The Act *inter alia* lays down that if a person, by reason of his birth in any particular caste or community, is required to render forced or partly forced labour, he would be discharged from any obligation to render bonded labour and action can be taken against the offender. It has been observed that very often the members of the Scheduled Castes are boycotted by the caste Hindus when the Scheduled Caste persons attempt to free themselves from the bondage of age old traditions of performing certain menial jobs. In the rural areas, at times, the Scheduled Caste persons are forced to carry the news of death of a person from one village to another, removal of carcass, digging of burial pits and beating of drums at funeral procession, scavenging work, etc., etc. It is now for the enlightened persons amongst Scheduled Castes to protest against such age old traditions and refuse to perform such duties and the authorities concerned should take drastic steps to book the offenders who force Scheduled Castes to do such types of jobs. The Vigilance Committees that may be set up under the Bonded Labour System (Abolition) Act, 1976 should unearth such practices and take up such cases to the Courts of Law. In these Vigilance Committees there would be three representatives of Scheduled Castes and Scheduled Tribes and two social workers. I am sure that persons genuinely interested in the welfare of Scheduled Castes and Scheduled Tribes would be nominated on these Committees to ensure that the barbarious system of bonded labour is eradicated once for all from the State of Andhra Pradesh.

### *Liquidation of rural indebtedness*

As regards steps taken for the liquidation of rural indebtedness in Andhra Pradesh, an Act was passed in August 1975 imposing moratorium on recovery of debts and further action for totally wiping out and scaling down of debts is yet to be taken. Side by side alternative sources of credit have to be provided so that poor sections of the community including Scheduled Castes do not again fall into the clutches of the moneylenders. At the same time, there is urgent need for educating these people to refrain from incurring expenditure on functions, rituals, etc., which are based on superstitions and do not conform to the present day thinking.

### *Enforcement of Minimum Wages Act*

As regards payment of minimum wages to the agricultural workers, it is understood that the rates of wages were revised to Rs. 3 to Rs. 5 per day according to zones in Andhra Pradesh with effect from 2nd December, 1975. In securing effective implementation of the notified minimum wages, the officers of the Labour Department, Village Development Officers and Block Development Officers had been notified as Inspectors to secure effective implementation of notified minimum wages to agricultural workers. The State Government had proposed to appoint Village Tehsildars as Inspectors for the purpose. The effective implementation of the measure can go a long way in protecting the interest of Scheduled Castes who are working as labourers in rural areas.

### *Allotment of agricultural land and inputs to Scheduled Castes*

Regarding Land Reforms and taking over of surplus land it is understood that the Government of Andhra Pradesh expected to take over the surplus land after the Kharif season was over and start distribution work of the land to eligible persons with effect from January 1976. The Government had fixed June 1976 as the target date for the completion of verification of declaration under the Lands Ceilings Act, distribution of the surplus and allied work. The State Government had constituted Appellate Tribunals in each of the 21 districts with the Additional District Judge as Chairman and the P.A. to Collector as member to hear the appeals against the decisions of the Land Reforms Tribunals. Some work had already been started in the Telengana area to determine the eligibility of protected tenants to become full-fledged owners of the land. The State Law Department was examining the Tenancy Act in the Andhra area to expedite land reform measures.

The Andhra Pradesh Land Reforms Act laid down the undermentioned priorities in the allotment of surplus lands:—

1. 50 % of the total extent of land would be allotted or transferred to members of Scheduled Castes and Scheduled Tribes;
2. Out of the balance not less than 2/3rd of the land would be allotted or transferred to the members of backward classes. The remaining land would be distributed to the following, as per rules:—
  1. Displaced tenants;
  2. Landless poor persons; and
  3. Other poor agriculturists.

Thus, the Act gives highest priority in the matter of distribution of surplus land to the members of Scheduled Castes and Scheduled Tribes.

According to available information the Government of Andhra Pradesh had decided in October 1969 to implement with effect from 1st November, 1969 a special crash programme for the assignment of government waste land in favour of the landless poor people. As a result of the crash programme between 1st November, 1969 to 30th June, 1975, an extent of 16,57,118 acres had been assigned to landless poor persons, and out of this, total land assigned to Scheduled Caste persons measured 3,94,743 acres.

It is hoped that the Government of Andhra Pradesh would soon complete the work of distribution of surplus lands to landless Scheduled Caste persons and provide them necessary agricultural inputs.

At the end, I would like to emphasise that the vast field of economic activities like industry trade, business—small or big—which were not open to them so far on account of social disabilities have to be tapped in order to pull these communities out of the marsh of poverty and ignorance, as the efforts made so far to improve their economic conditions through spread of education by way of reservation in services, land distribution, etc., have their own limitations. For this purpose, the Government, social workers, financial institutions, voluntary and other organisations interested in the welfare of these communities should come forward in a big way to give a helping hand to the members of these communities who undertake any activity that would provide them earning and also help them to attain social status.

I earnestly hope that the deliberations of the Conference would be fruitful and provide the necessary guidelines not only to the Government of Andhra Pradesh but to even other States and social workers to effectively undertake measures for the economic development of Scheduled Castes.

## APPENDIX VIII

(Reference Para 4.8)

### Work done by the Union Ministry of Information & Broadcasting for removal of untouchability during the year 1974-75

#### 1. All India Radio :

During the year 1974-75 the following various radio programmes were broadcast by different stations of the All India Radio:—

(i) Plays/Features	173
(ii) Talks	278
(iii) Discussions	157
(iv) Sketches	44
(v) Songs/Poems	217
(vi) Misc.	309
<b>TOTAL</b>	<b>1178</b>

#### 2. Press Information Bureau :

With a view to create public opinion against the practice of untouchability the following items were issued by the Press Information Bureau during the year 1974-75:—

- (i) Population of Scheduled Caste & Scheduled Tribe.
- (ii) Upliftment of Nomadic Tribes.
- (iii) Overseas Scholarships to SC/ST candidates.
- (iv) SC/ST students—Union Government increased provisions for Scholarships.
- (v) Allocation for welfare of Backward Classes.
- (vi) Pre-selection training for SC/ST candidates.
- (vii) Integrated planning for tribal welfare.
- (viii) Time bound programmes for Backward Classes Welfare—State Ministers' Conference decision.

#### 3. Publication Division :

A number of publications on the theme of removal of untouchability were brought out during the year 1974-75. Important titles released included the following:—

##### *Yojna (English)*

- (i) Bank adopts Harijan village.
- (ii) Tribals living in Forests.
- (iii) Changing people and their village.

##### *Yojna (Hindi)*

- (i) In ke Jeevan men kitna pariwartan aya hai.
- (ii) Harijenon ke puran vikas ke Yojna.

##### *Ajkal (Hindi)*

- (i) A comparative study of 'Kabir and Vamanna' highlighting the contributions of these two great saint-poets in eradicating the untouchability.

##### *Kurukshetra (English)*

- (i) Houses for Harijans.
- (ii) Job Training for Harijans.
- (iii) House Sites for A.P. Harijans.
- (iv) Harijan Rickshaw Owner.
- (v) Jobs for weaker Sections.
- (vi) Bonded labour.
- (vii) Help for Scheduled Caste Students.
- (viii) Employment to Harijans.
- (ix) Bank loans to Harijans.
- (x) Housing colony for weaker Sections.
- (xi) Harijan housing colonies in Tamil Nadu.
- (xii) Plots for Harijans.



*Kurukshetra (Hindi)*

- (i) Uplift of Harijans in U.P.
- (ii) Debt Relief for Landless Harijan Farmers in U.P.
- (iii) Untouchability (story).

*Ajkal (Urdu)*

- (i) Editorial.
- (ii) Bullhey Shah.
- (iii) Azadi ke Badd Ladakh Men.
- (iv) Fifth Plan and Peoples Participation.
- (v) Sane Guruji.

**4. Directorate of Field Publicity :**

A number of programmes were organised by the Field Units of the Directorate of Field Publicity against the practice of untouchability and for the upliftment of the weaker sections of the society including Harijans. The programmes were organised by the units in close cooperation with the Gandhi Peace Foundation, Harijan Sevak Sangh, Kasturba Memorial Trust and other special service organisations.

Special occasions like anniversaries of Mahatma Gandhi, Kasturba Gandhi and Dr. Ambedkar, Buddha Jayanti and Human Rights Day were utilised for publicity on the theme. The field units were provided with a number of documentary films highlighting equality and the evils of untouchability.

These included (i) Chandalika, (ii) Ravidas (iii) Ancient Course (iv) Brahman (v) Andhere Se Ujale Mein (vi) Bargat Ki Aap Biti (vii) Towards Better Society. The feature films supplied to the units included (i) Sujata (Hindi) (ii) Prarthana (Hindi) (iii) Punarmilan and (iv) Mai Mauli (Marathi).

The Directorate had also instructed the field units that in addition to carrying out publicity work systematically in Harijan localities and highlighting such work in the reports to the headquarters, the units should take particular note of the social transformation taking place all over the country and organise publicity to strengthen healthier trends in this transformation. The field officers had been advised to act not merely as communicators but also as agents of change. The information so collected was utilised in the formulation of future programmes for the different areas with a view to giving them local relevance in order to make them more effective.

**5. Song and Drama Division :**

During the year 1974-75, more than 2,800 programmes in various forms of live entertainment media on different aspects of the problems of untouchability were presented. The media utilised for this purpose comprised Drama, Composite Programmes, Folk Recital, Ballad, Puppet Play, Qawwali, Religious Discourse etc. These were presented before different strata of the urban and rural community. After the declaration of Emergency these had been presented with renewed vigour and formed part of the positive publicity campaign complementary to the 20-Point Economic Programme.

**6. Films Division, Bombay :**

During the year 1974-75, a few news items on the following subjects were included in the Indian News Reviews for the removal of untouchability :

Title	Brief Subject
(i) A village called Dhani . . . . .	The documentary depicts the true picture of Harijan village called Dhani in Haryana. It showed how the villagers brought progress and prosperity through hard work, cooperation and devotion.
(ii) Synthesis . . . . .	The documentary shows the spirit of tolerance which would help in bringing about a colour for harmony in spite of the diversity in religions, languages and regions.
(iii) Swami Dayanand Saraswati . . . . .	The documentary film depicts the life and teachings of Swami Dayanand Saraswati.

## APPENDIX IX

(Reference Para 5.8)

### Statement of some typical cases of harassment of Scheduled Castes

It was reported in the press that a Scheduled Caste boy was beaten to death by a group of five toddy tappers near Atmakur in Anantapur District of Andhra Pradesh. It was alleged that five toddy tappers caught two Scheduled Castes while they were committing theft of toddy from palm trees. They tied their hands and legs, assaulted them and released them after some hours. The body of one of them was found three miles away from the place of assault. The matter was taken up with the Collector, Anantapur who stated that 5 alleged culprits were arrested. The report of the Superintendent of Police Anantapur further revealed that three accused were sentenced under Sections 323 and 325 IPC to undergo rigorous imprisonment ranging from 2 to 6 months. One accused was acquitted while another dies before the commencement of his trial.

2. Two cases of brutal murder of Scheduled Castes by police officials, at different places in *Madhya Pradesh* were reported in the press which got wide publicity. In village Veneka, District Sagar it was reported that a Sub-Inspector flogged and killed a Scheduled Caste person with the help of other police officers. In was reported that the Scheduled Caste person had committed a theft. In order to wipe out the traces of the crime the Sub-Inspector got the body stuffed in a gunny bag and dumped the same in a nearby stream. The case was initiated against the Sub-Inspector and 7 other policemen. The District authorities reported that the matter was subjudice. Information regarding the latest position of the case is still awaited.

The other incident which occurred on February, 20, 1975, was equally brutal. A Scheduled Caste youth was beaten to death in the police lock up at Balaghat. The alleged charge against the youth was that he with three others had been carrying on an illicit affair with a woman in the tribal hostel in the town. As the news of the death of the Scheduled Caste person spread in the town thousands of young men stoned the police station, set fire to it and burnt a constable alive. Two others, a Sub-Inspector and an Assistant Sub-Inspector who had sustained burn injuries, later died in a hospital. This matter was also taken up with the State Government who stated that orders for judicial inquiry had been issued in this case.

3. A report was lodged at the Police Station, Gaswani in Tehsil Vijayapur, District Murena, Madhya Pradesh, that a Scheduled Caste person of village Dhondhe who had been keeping a watch on his filed during the night was found missing from his field. During the investigation it was revealed that the persons who had been on inimical terms with the deceased, confessed to have murdered him. The police registered a case under Section 302 I.P.C. and the accused were arrested. The matter was also taken up by this Organisation with the Collector, Murena who informed that the post-mortem of the body revealed that the deceased was strangled to death. Both the persons were awarded 5 years imprisonment each and were also fined Rs. 100 each for this ghastly act.

4. A news item appeared in the press that two Scheduled Caste persons were tortured to death and the complaints lodged with the police stations at Raipura and Marka in District Banda of Uttar Pradesh. It was reported that a Scheduled Caste person of village Bannas, hamlet of Juredi-ka-Purva was taken outside the village in captivity where he was tortured and killed. Another Scheduled Caste person of Panna village was also killed. His body was recovered by his father. It was alleged that the cause of the murder was exchange of hot words following trespassing by his son. The Government of Uttar Pradesh deputed the Deputy Inspector General of Police (Special Cell) to make an on-the-spot enquiry into the alleged killings. The matter was reported to be under investigation and the final outcome awaited.

5. In a representation received from a non-official organisation of Nagpur, it was stated that the *Sawarnas* murdered a Scheduled Caste resident of village Lodhi, Taluqa Panjari, District Nagpur, Maharashtra. It was alleged that the deceased used to take water from the well of the Caste Hindus against their wishes which annoyed the Caste Hindus. Accordingly 14 Caste Hindus attacked him with lethal weapons which resulted in his death. The matter was taken up with the Collector Nagpur who furnished the report of the Superintendent of Police, Nagpur District (Rural), which revealed that there were two factions in Village Lodhi Panjari and they had a long standing animosity between them. The deceased was attacked by 14 persons with spears and sticks which resulted in his death. After investigation all the 14 alleged assailants were prosecuted. One of them was found guilty and sentenced to rigorous imprisonment for life. The remaining accused were acquitted.

6. A few Scheduled Caste residents of village Dhania Mav, Thana Harpalpur, District Hardoi, U.P., represented to this office against the alleged harassment, atrocities and social boycott of harijans by the high caste landlords of the same village. It was also alleged that the Scheduled Castes were forced to do labour in the fields of the landlords. When they refused to carry dead animals, they were attacked and their women were insulted and beaten. The matter was taken up demi-officially with the Government of Uttar Pradesh. The inquiry made by the State Government revealed that 21 alleged culprits were prosecuted and the case was pending in the court. It was also revealed that the police official who refused to register the case was demoted and departmental enquiry was initiated against him. The case is being pursued by this Organisation.

7. A Scheduled Caste resident of Thana, Sujanganj, District Jaunpur, Uttar Pradesh represented to this office that he was beaten by Caste Hindus when he used the pot meant for taking water which was kept at the shop of a sweetmeat seller. The matter was taken up with the District authorities who stated that the case was subjudice and the alleged accused were being prosecuted.

8. The incident relating to an attack on a gathering of about 300 Scheduled Caste persons by Caste Hindu landlords at village Kanchikacharia, situated at a distance of about 30 Kms. from Vijayawada (*Andhra Pradesh*) came to the notice of this Organisation and the matter was immediately taken up with the Collector, Krishna District. It was informed that the attack was made when the Scheduled Caste persons were celebrating three marriages. The three couples, however, escaped unhurt but according to the Police sources, six Scheduled Caste persons were injured. The Police took 18 of the 20 attackers into custody and produced them before the Magistrate concerned who released them on bail. Police pickets were posted round the clock in the village. An amount of Rs. 500 was disbursed by the Tehsildar concerned to one of the Scheduled Caste victims who was admitted to hospital. The situation was later on brought under control by the strict vigilance of the police.

9. A case of burning of the houses belonging to Scheduled Caste persons in Mohanpur village in Madhubani District of Bihar came to the notice of this Organisation. The matter was immediately taken up with the Collector, Madhubani. According to the report received from him it appeared that on 11th May, 1975, at about 9.30 a.m. a mob comprising of about 2,000 persons, armed with different types of weapons and composed of persons belonging to various communities of villages Misraulia, Pachrukhi, Khoir Bagaul and Loha Piper under Babubarhi Police Station came rushing on a furious mood determined to revenge against the ex-criminals of the area. The houses of the ex-criminals were surrounded from all sides and set on fire. The timely intervention of the B.D.O. whose office was located nearby saved the huts from total destruction. He along with a police force could succeed in chasing the mob and arresting five persons on the spot. However, the fire set by the mob reduced the thatched houses belonging to the ex-criminal tribes and the grains stocked therein to ashes in which some cattle also perished. The joint inquiry conducted by D.M. and S.P. of Madhubani on 12th May, 1975 had a good effect on the affected persons. The report also revealed that the incident of arson was a reaction of a road robbery near Rampur involving a lady of caste Hindu of village Misraulia, P.S. Bhubarhi. The misbehaviour with the caste Hindu lady created a lot of resentment among all communities of the village which consequently led to the communities of the village to take revenge. The firm attitude of the District Administration in the case went a long way to cool down the greatly ruffled feelings of the victims. The ultimate analysis of the incident revealed that the road robbery case was the immediate cause of provocation to persons named in the arson case. In any case, the caste Hindus should not have taken law in their hand by committing arson on the whole village. It was also revealed that the ex-criminal tribes were taking aid from the Government for their rehabilitation and at the same time living on crimes. The situation continued to be peaceful in the village and the investigation was still reported to be continuing.

10. An incident regarding assault on Scheduled Caste girls by two persons including one policeman at Tilambatar under Sarwan Police Station in Santhal Parganas district of Bihar was reported in April 1975. The matter was immediately taken up with the State Government and it was revealed as a result of the inquiry that the police official did enter the house of the girls and beat them. The allegation of raping the girls, however, could not be proved. The police official was transferred and suspended. A departmental inquiry was also initiated against him. The final outcome of the case is still awaited.

11. One Scheduled Tribe widow aged twenty one, living with her brother in village Ounade, district Thana in Maharashtra, was harassed and her hut was set on fire because she did not yield to the seduction of two police constables. The two Police constables and their accomplice, a local grocery shop owner were later on arrested after the registration of the case by the Police. The policemen were also placed under suspension and the matter was being further investigated. The brother of the widow was granted a cash relief of Rs. 25 and timber worth Rs. 150 was given to him by Tehsildar.

## APPENDIX X

(Reference Para 6.2)

### Statement showing State-wise position regarding legislative and Executive action taken for removal of rural indebtedness

**A : State Governments which have taken complete legislative action for removal of rural indebtedness i.e. moratorium, liquidation and scaling down of debts**

#### 1. Haryana

An act was notified in August 1975 imposing moratorium on recovery of debts from small and marginal farmers, agricultural labourers and rural artisans. A Bill has since been passed by the State Legislature providing for total discharge and scaling down of debts in respect of the above categories of persons.

#### 2. Tripura

An Act has been passed imposing moratorium on recovery of debts and providing for total discharge of debts in respect of marginal farmers, agricultural labourers and rural artisans whose annual income does not exceed Rs. 2,400. It also provides for scaling down indebtedness to the extent of twice the principal. Further action for scaling down of debts as per the guidelines of Government of India may have to be taken.

#### 3. West Bengal

An Act has been passed providing for moratorium, scaling down and total discharge of debts. The Act provides for double the land holding limit for landless labourers belonging to Scheduled Tribes as compared to other communities.

**B : States which have taken action for moratorium and total discharge of debts**

#### 4. Assam

An Act has been passed imposing moratorium on recovery of debts from marginal farmers, agricultural labourers and rural artisans and providing for total discharge of debts in respect of landless agricultural labourers and artisans belonging to Scheduled Castes and Scheduled Tribes. Further legislative action for scaling down of debts is to be taken.

#### 5. Himachal Pradesh :

An Ordinance had been promulgated imposing moratorium on recovery of debts from small farmers and providing for total discharge of debts in respect of marginal farmers, landless agricultural labourers and rural artisans. Further legislative action for scaling down of debts is to be taken.

#### 6. Madhya Pradesh

An Act was notified in November 1975 providing total discharge of debts in respect of marginal farmers, landless agricultural labourers and rural artisans and imposing moratorium on recovery of debts from small farmers. All private debts existing prior to the commencement of this Act in respect of persons belonging to Scheduled Castes and Scheduled Tribes who are landless or are village artisans or agricultural labourers or hold and cultivate themselves not more than one hectare of irrigated land or two hectares of unirrigated land will be deemed to have been written off. Further legislative action for scaling down of debts is to be taken.

#### 7. Maharashtra

An Act has been passed in Maharashtra providing for total discharge of debts in respect of marginal farmers, rural labourers and rural artisans and workers. All tribals will also have their debts liquidated if they come in the category of either nomadic tribes, "Vimukta Jaties" or Scheduled Tribes. The Act also imposes moratorium on recovery of debts from small farmers. The legislation has been challenged in the High Court. Further legislative action for scaling down of debts is to be taken.

#### 8. Punjab

An Act has been notified imposing moratorium on the recovery of debts of the agricultural labourers, rural artisans and small farmers. It also provides for total discharge of debts of small farmers, agricultural labourers and rural artisans.

#### 9. Karnataka

An Act has been passed providing for total discharge of debts due from small farmers (who do not own more than one unit of land i.e. two hectares of unirrigated land or one hectare of rain-fed wet land), landless agricultural labourers and persons belonging to the weaker sections of the people i.e. whose annual income from all sources does not exceed Rs. 2,400. The earlier Ordinance has been challenged in the High Court of Karnataka.

#### 10. Rajasthan

An Ordinance has been notified imposing moratorium on the recovery of debts due from agricultural labourers, marginal farmers, rural artisans and small farmers. A comprehensive Bill providing for total redemption of debt in respect of marginal farmers, agricultural labourers and rural artisans is proposed to be introduced in the Assembly. Further action for scaling down of debts is to be taken.

#### 11. Uttar Pradesh

An Act has been notified which imposes moratorium on the recovery of debts due from landless agricultural labourers, artisans, marginal farmers or small farmers. An earlier Act notified, provides for total discharge of debt in the case of agricultural labourers holding land upto one acre only. Further action has to be taken for total discharge of debt in respect of marginal farmers and rural artisans and for scaling down of debts in respect of small farmers.

*C. States which have taken action only for total discharge of debts*

12. *Bihar*

An Ordinance has been promulgated providing for total discharge of debts from marginal farmers, rural artisans whose annual income does not exceed Rs. 2,400 and agricultural labourers who do not hold more than one acre of land. In case of Scheduled Tribes the limit of land holding for agricultural labourer is double that of others.

*D. States and Union Territories which have taken action only for moratorium*

13. *Andhra Pradesh*

An Act has been passed in August 1975 imposing moratorium. Further action for total discharge and scaling down of debt is yet to be taken.

14. *Kerala*

An Act was notified in October 1975 imposing moratorium. Further action has to be taken for total discharge of debt and scaling down of debts.

15. *Gujarat*

An Ordinance was promulgated in October 1975 imposing moratorium. Further legislative measures for total discharge of debts and scaling down of debts are to be taken.

16. *Manipur*

An Ordinance was promulgated in October 1975 imposing moratorium. Further legislative action for total discharge and scaling down of debts is yet to be taken.

17. *Meghalaya*

An Ordinance has been promulgated imposing moratorium on recovery of debts.

18. *Orissa*

An Ordinance has been promulgated imposing moratorium on recovery of debts. Further action for total discharge and scaling down of debts is to be taken.

19. *Tamil Nadu*

The earlier Debt Relief Acts which were passed by the State Government have been extended for a further period of three months i.e. till 15th April, 1976, imposing moratorium on the debts due from both agriculturists and non-agriculturists. These, however, are not on the basis of our guidelines. The State Government is to take action for a scaling down and total discharge of debts in accordance with guidelines issued, as the existing Act is not in conformity with the guidelines.

20. *Chandigarh*

The earlier Haryana Act which imposes moratorium has been extended to the Union Territory.

21. *Pondicherry*

22. *Andaman & Nicobar Islands*

23. *Lakshwadeep*

24. *Dadra & Nagar Haveli*

The Ministry of Home Affairs have notified the Regulation imposing moratorium. Further action for total discharge and scaling down of debts is to be taken in respect of these Union Territories by the Ministry of Home Affairs.

25. *Goa, Daman and Diu*

An Ordinance has been promulgated imposing moratorium. Further action is to be taken for total discharge, scaling down of debts.

*E. States and Union Territories which have not taken any action or where such action is not necessary*

26. *Jammu and Kashmir*

No action has been taken. The matter is under consideration of the State Government.

27. *Sikkim*

No action has been taken. It has been reported that a committee of officials has been set up to survey the extent of rural indebtedness, availability of credit facilities and related issues.

28. *Delhi*

It is proposed to extend the Haryana Debt Relief Act to the Union Territory of Delhi, and the proposal is to be considered by the Metropolitan Council. The Department of Rural Development is in correspondence with Delhi Administration in this regard.

29. *Nagaland*

The problem of rural indebtedness does not exist.

30. *Mizoram*

There are no professional money-lenders in Mizoram. No action is, therefore, called for.

31. *Arunachal Pradesh*

The problem of rural indebtedness in the agriculture sector is virtually non-existent.

## APPENDIX XI

(Reference Para 8.2)

## STATEMENT NO. 1

Statement showing group-wise outlay in fifth five Year Plan and expenditure incurred during 1974-75 under State sector for the welfare of Scheduled Castes

(Rs. in lakhs)

Sl. No.	State	Economic Uplift		Education		Health, Housing & others		Total	
		Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75
1	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh . . . . .		160.00	42.00	390.00	42.24	250.00	..	800.00	84.24
2. Assam . . . . .		36.00	7.55	36.00	5.80	27.00	6.30	99.00	19.65
3. Bihar . . . . .		50.00	8.86*	378.75	57.569	15.50	..	444.25	66.429
4. Gujarat . . . . .		123.45	7.48	189.05	39.36	147.65	28.74	460.15	75.58
5. Haryana . . . . .		17.10	1.37	36.10	4.88	235.60	15.01	288.80	21.26
6. Himachal Pradesh . . . . .		30.00	3.37	70.00	12.00	50.00	7.30	150.00	22.67
7. Jammu & Kashmir . . . . .		2.93	..	28.27	3.159	17.80	0.650	49.00	3.809
8. Kerala . . . . .		111.860	2.209	108.740	11.251	129.860	7.244	350.460	20.704
9. Karnataka . . . . .		160.39	34.300	683.61	102.990	56.00	17.630	900.00	154.920
10. Madhya Pradesh . . . . .		195.00	26.120	383.00	5.260	122.00	12.680	700.00	44.060
11. Maharashtra** . . . . .		63.00	39.65	381.25	60.31	1,134.75	51.34	1,579.00	151.30
12. Manipur . . . . .		3.75	0.50	1.25	0.50	5.00	1.00	10.00	2.00
13. Orissa . . . . .		15.25	1.44	48.00	12.76	2.50	0.61	65.75	14.81
14. Punjab . . . . .		0.11	0.02	0.35	..	0.15	0.22	0.61	0.24
15. Rajasthan . . . . .		120.00	8.41	115.00	12.97	150.00	47.32	385.00	68.70
16. Tamil Nadu . . . . .		62.50	19.860	646.05	72.415	327.00	280.580	1,035.55	372.855
17. Tripura . . . . .		N.F.	2.352	N.F.	2.760	N.F.	1.354	N.F.	6.466
18. Uttar Pradesh . . . . .		265.00	44.500	1,459.00	156.770	367.00	36.637	2,091.00	237.907
19. West Bengal . . . . .		162.96	5.690	440.25	39.720	260.00	8.220	863.21	53.630
20. Delhi . . . . .		89.50	3.51	85.00	3.16	60.00	12.00	234.50	18.67
21. Goa, Daman & Diu . . . . .		9.04	2.14	10.00	0.44	12.40	1.24	31.44	3.82
22. Pondicherry . . . . .		9.34	0.60	35.82	5.48	87.34	18.60	132.50	24.68
TOTAL		1,687.18	261.931	5,525.49	651.794	3,457.55	554.675	10,670.22	1,468.40

\*Both for Econ. Uplift and Health, Housing and others.

\*\*Combined for Scheduled Castes and Scheduled Tribes.

## STATEMENT NO. 2

Statement showing group-wise outlay in Fifth Five Year Plan and expenditure incurred during 1974-75 under State sector for the welfare of Scheduled Tribes

(Rs. in lakhs)

Sl. No.	State	Economic Uplift		Education		Health Housing & Others		Total	
		Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75	Fifth Plan Outlay	Expenditure 1974-75
1.	Andhra Pradesh . . . . .	598.72	31.351	427.15	12.873	105.13	24.110	1,131.00	68.334
2.	Assam . . . . .	84.23	19.65	94.50	19.60	40.55	18.90	219.28	58.15
3.	Bihar . . . . .	52.50	9.05	552.20	60.119	16.25	9.50	620.95	78.669
4.	Gujarat . . . . .	97.84	22.42	202.45	71.57	91.80	10.69	392.09	104.68
5.	Himachal Pradesh . . . . .	15.00	3.00	15.00	2.73	15.00	2.00	45.00	7.73
6.	Kerala . . . . .	65.00	3.560	38.740	1.671	16.700	1.053	120.440	6.284
7.	Karnataka . . . . .	49.93	8.115	87.32	10.33	12.75	2.55	150.00	20.995
8.	Madhya Pradesh . . . . .	431.00	59.76	737.00	62.21	132.00	31.51	1,300.00	153.48
9.	Maharashtra . . . . .	Information given in the Statement for Scheduled Castes under State Sector.							
10.	Manipur . . . . .	84.65	9.00	44.35	6.00	41.00	7.50	170.00	22.50
11.	Orissa . . . . .	18.00	2.87	246.75	34.55	10.50	2.01	275.25	39.43
12.	Rajasthan . . . . .	135.00	4.76	105.00	9.95	20.00	3.83	260.00	18.54
13.	Tamil Nadu . . . . .	14.25		27.70		42.00		83.95	
14.	Tripura . . . . .	N.F.	34.555	N.F.	2.549	N.F.	2.124	N.F.	39.228
15.	Uttar Pradesh . . . . .	46.000	9.400	72.600	4.005	36.400	29.829	155.00	43.234
16.	West Bengal . . . . .	181.61	4.85	259.20	20.92	158.00	5.40	598.81	31.17
17.	Goa, Daman & Diu . . . . .	2.85	0.09	4.50	0.09	2.50	0.14	9.85	0.32
18.	Mizoram . . . . .	..	..	32.32	12.81	..	..	32.32	12.81
TOTAL . . . . .		1,876.58	222.431	2,946.78	331.977	740.58	151.146	5,563.94	705.554

## STATEMENT NO. 3

Statement showing scheme-wise expenditure incurred under Centrally sponsored programme during 1974-75 for the welfare of Scheduled Castes

(Rs. in lakhs)

Sl. No.	State	Post-Matric Scholarship	Girls' Hostels	Pre Examination Training Centres	Total
		Expenditure 1974-75	Expenditure 1974-75	Expenditure 1974-75	Expenditure 1974-75
1	2	3	4	5	6
1. Andhra Pradesh . . . . .		213.00 (including Rs. 116 lakhs provided under non-plan)	2.85	..	215.85
2. Assam . . . . .		5.25	..	..	5.25
3. Bihar . . . . .		13.50	0.25	..	13.75
4. Gujarat . . . . .		74.600	0.850	..	75.450
5. Haryana . . . . .		16.00	0.30	0.45	16.75
6. Jammu & Kashmir . . . . .		2.810 (includes committed expenditure of Rs. 2.41 lakhs)	..	..	2.810
7. Kerala . . . . .		12.350	0.140	0.440	12.930
8. Karnataka . . . . .		14.700	N.A.	0.900	15.600
9. Madhya Pradesh . . . . .		8.000	0.780	..	8.780
10. Maharashtra . . . . .		162.70	0.85	..	163.55
11. Orissa . . . . .		6.791	1.821	0.700	9.312
12. Punjab . . . . .		47.00 (includes Rs. 35 lakhs on non-plan side)	0.500	1.500	49.000
13. Rajasthan . . . . .		13.490	0.730	..	14.220
14. Tamil Nadu . . . . .		39.530	3.290	2.280	45.100
15. Tripura . . . . .		0.200	..	..	0.200
16. Uttar Pradesh . . . . .		162.00	2.000	0.879	164.879
17. West Bengal . . . . .		N.A.	1.500	0.758	2.258
18. Pondicherry . . . . .		0.339	0.10	..	0.439
	TOTAL	792.26	15.961	7.907	816.128



## STATEMENT NO. 4

Statement showing scheme-wise expenditure incurred under Centrally sponsored programme during 1974-75 for the welfare of Scheduled Tribes

(Rs. in lakhs)

Sl. No.	State	Post-Matric Scholarship	Girls' Hostels	Tribal Development Blocks	Co-operation	Research and Training	Total Expenditure incurred during 1974-75
		Expenditure 1974-75	Expenditure 1974-75	Expenditure 1974-75	Expenditure 1974-75	Expenditure 1974-75	
1. Assam	.	9.50	1.70	20.32	1.00	..	32.52
2. Bihar	.	51.834	0.14	(74.68) T.D. Block (56.77) I.T.D.P.S.	9.96	0.173	193.557
3. Gujarat	.	30.00	0.23	46.84	0.38	0.10	77.55
4. Karnataka	.	0.15	0.074	3.724	..	..	3.948
5. Madhya Pradesh	.	2.20	4.00	201.00	3.00	0.10	210.300
6. Maharashtra	.	7.35	..	N.A.	1.18	..	8.53
7. Meghalaya	.	18.15	0.75	40.00	N.A.	0.50	59.40
8. Orissa	.	6.87	4.25	99.51	..	1.10	111.73
9. Rajasthan	.	10.73	..	26.15	1.22	1.10	39.20
10. Tripura	.	..	0.063	8.381	..	0.100	8.544
11. Uttar Pradesh	.	1.750	2.000	5.028	6.663	0.200	15.641
TOTAL		138.534	13.207	582.403	23.403	3.373	760.920

## APPENDIX XII

(Reference para 8.34)

**Major findings of a Pilot Survey on urban entrepreneurship amongst tribals at Ranchi and Khunti in the State of Bihar undertaken by the Xavier Institute of Social Service, Ranchi and the results achieved under the training programme launched by the Institute**

The most important findings of the project are given below :—

(1) *Vegetable Growing (Gardening)*

This type of business, closest to the traditional occupation of tribals and of vital importance for the development of rural entrepreneurship, is marked by: low capital intensity in terms of initial and present capital annual income, and growth rate per unit of investment, and especially low labour productivity. In terms of monthly income from other sources, and family labour employed it is rather high. This would suggest that TEs in this type of business can hardly make a living from vegetable growing, if it is their only means of subsistence.

(2) *Animal Husbandry Products (milk dairying, poultry, piggery)*

TEs in this type do relatively better than those of the first type, in terms of most financial variables, (except profit per unit of investment), acres of land, scores for education, business regulatory activities, and modernity. Labour productivity is higher too but remains below the overall average. A conclusion that emerges from comparing the two types is that TEs in vegetable growing should be encouraged to diversify their business by engaging in animal husbandry.

### SECONDARY SECTOR (MANUFACTURING—INDUSTRY—REPAIRS)

(3) *Manufacturing (Carpentry, Flour & Rice Mill, Printing Press)*

TEs in this type of business start out with rather large landholding and their financial performance variables are higher than those of their colleagues in repairs and household industries, but not in terms of profit per unit of investment. Their education score is amongst the highest. This applies also to scores for business regulatory activities and modernity. The number of gross labour units employed and of labour productivity achieved slightly higher than the average of the secondary sector and the overall average.

(4) *Repairs (Cycle, motorcycle, automobile repairs, watch repairs)*

TEs in this rather popular type of business (26 entries) have been in business for a rather long time and in most variables they are on the lower side when compared with others in the same sector, except in profit per unit of investment, which is the highest of all types. Mean gross labour employed tends to be small and labour productivity reaches the sector's, as well as overall, average.

(5) *Household Industries (tailoring, blacksmithy, book binding, embroidery, cane work, oil press)*

TEs in this type of business score in several respects the lowest figures in the secondary sector. This applies to initial and present capital but the mean profit per unit of investment is fairly high. In gross labour employed and productivity also this type remains below the sector's average.

(6) *Contractors*

They stand out in this sector and amongst all types of business for the following characteristics: high initial and present capital, large landholding, high scores for business regulatory activities, and modernity, high monthly income from other sources and high number of non-family labour employed, and finally high labour productivity. The mean profit per unit of investment is however low, this being normal in view of the considerable capital with which they operate.

### TERTIARY SECTOR (TRADE—TRANSPORT—SERVICES)

(7) *Food Trades (Vegetable selling, tea stalls, hotels, mess, grocery stores, liquor sales, panshops, Tobacco)*

This turns out to be the most popular type of business amongst TEs (67 entries). With rather low initial and present capital, and scores for education, business regulatory activities, modernity and income from other sources, these TEs achieve a high rate of profit per unit of investment, and a fairly good rate of labour productivity, with little gross labour employed.

(8) *Non-Food Trades (Coal Depot, Oil Selling, Trinkets)*

With a higher initial and present capital, and income from other sources as well as scores of education, business regulatory activities and modernity than those in food trades, the TEs in this type of business achieved a lower annual income and profit per unit of investment, and labour productivity than their colleagues in food trades.

(9) *Transport (Bus & taxi service, autorickshaw, rickshaw hire, cycle hire)*

Amongst TEs in the tertiary sector, those in transport stand highest in terms of initial and present capital, scores for business regulatory activities, modernity, income from other sources, mean growth rate (they have entered business only recently), mean annual income and labour productivity, but lowest in terms of profit per unit of investment (because of large capital involved).

(10) *Services* (Medical services, commercial institute)

TEs in this type of business are next to transport as far as initial and present capital, mean growth rate, and annual income and labour productivity are concerned.

From the above brief description it would appear that by and large transport and contracting work, — and to a lesser extent services, and manufacturing —, are the types of business where the highest risk taking is involved (in terms of capital), and labour productivity is also highest. Relatively few TEs do as yet engage in these types of business. The majority seem inclined towards trades that are somehow related to their traditional occupation (Primary sector trades and food trades) and/or those where risk taking is also smaller, but labour productivity is relatively low too.

B. *General conclusions*

(1) *Establishment of fact that tribals do engage in business*, and to a greater extent than originally thought. This disproves the common opinion held amongst tribals and non-tribals alike, that tribals cannot do business. It must immediately be added, however, that the majority of tribal entrepreneurs occupy as yet a marginal position and operate on a very small scale. But some of them have succeeded in their business to such an extent that they are in no way different from the ordinary small businessman in Ranchi. These few individuals thereby demonstrate that there are no insurmountable difficulties that would prevent the others from following their example.

(2) It is in the core area of entrepreneurship, i.e. *decision making* and *financial risk taking* that TEs face considerable handicaps, arising both from their own culture and value system and also from external factors:

(a) *Handicaps arising from their own culture and value system :*

- (i) *A weak financial basis*: TEs depend mainly on their own or their relatives' limited resources, as source of risk money to start their business. Very few had obtained funds from Government, banks or other Institutional sources.
- (ii) There is *low risk-taking*, due to a "pre-capitalistic" attitude towards money and limited time perspective. This retards vigorous growth and long range planning, necessary to eventually achieve and break-through towards self-sustained growth.
- (iii) There is *absence of technical and business skills*, due to lack of opportunities to be exposed to the mechanics of running a business. Tribals cannot pick up such skills from their own family background, as is the case with communities that have traditionally engaged in trade and business.
- (iv) *Absence of awareness of opportunities*, in the form of Government schemes, ready credit made available by nationalised banks etc. Tribal entrepreneurs do not seem to be keen to explore much opportunities.
- (v) Tribal entrepreneurs lack *effective spokesmen* for their interests, because of the failure of political leaders to represent them. MLA's and MP, therefore, receive low ratings in the VIP scale of TEs.
- (vi) There seems to be *low capacity to effectively cooperate* with one another on business terms. Tribal cooperatives do not perform well and face crises of confidence. Till now TEs have not banded together into an organisation, that could function as a channel of communication with others.
- (vii) *The level of participation by TEs in the General business world* seems to be minimal. The idea that tribals cannot engage in business, therefore, persists. Others look down on them, and this confirms the tribal entrepreneurs in their lack of confidence about their own capabilities.

(b) *External Handicaps*

- (i) There is a marked communication and confidence gap between TEs and the Government. This is due to past historical reasons. As a result, the TEs shy away from Government schemes to assist them and leave the opportunities to others. This is also due to the fact that the goodwill of higher Government authorities is not sufficiently reflected in a clean and effective administration of government structures, on the part of the lower staff, with whom the tribals come in contact.
- (ii) On the part of policy makers in major industries and financial institutions, there is a certain awareness of the problem but *lack of knowledge about its specific nature*, and hence of tailor made programmes to help tribal entrepreneurs.
- (iii) *The educational system lacks life*—and job-relatedness, and does not equip students for self-employment, but rather motivates them towards job and status seeking.
- (iv) Tribals, including TEs continue to set their sights on service, *especially government service*, as the most desirable form of modern employment. Promises made by Government to provide jobs, and the reservation policy for tribal candidates in government services, therefore accentuate the "motivation drain" withdraws tribals away from entering into self-employment. Tribal Entrepreneurs have not yet succeeded in projecting themselves as a reference group of successful pioneers with regard to the tribal community as a whole. The youth is, therefore, not yet fired with the ambition to follow their example.

(3) These obstacles are counterbalanced by certain *positive features*, some of which are mentioned below:

- (a) The non-parametric tests revealed that the *traditional factors* in the matrix, such as possession of land, tribal group, language, social status, *did not have a significant impact* on the type and size of business. This applies also to a great extent to the modern *accretations in the matrix*, such as change in religion, migratory status, travelling outside the District etc. Certain factors in the *personal background* of the TE such as education, technical and business experience, and push or pull factors on the other had *did have a significant relationship* with type and size of business. These latter factors are to a certain extent *controllable*, and suitable inputs in the form of training, financial aid, improved motivation, etc. are, therefore, likely to improve the performance of TEs.

- (b) In contrast with Non-tribal Entrepreneurs, TEs show a marked degree of social mobility. This is manifested in the fact that the large majority of their grandfathers, as well as their fathers—but to a lesser extent—, were farmers (only 1 GF and 8 Fathers in business), or engaged in other non-business professions, and that practically all the TEs had held another profession before engaging in business. Among the non-tribal entrepreneurs on the contrary, all the grandfathers and fathers were already engaged in business. This social mobility is a healthy sign, but the lack of family traditions explains why TEs face a considerable number of handicaps when entering the business world.
- (c) Though TEs continue to rely in considerable measure on other sources of income, especially in the form of produce from the land, and still see land as the best security, they also *intend to continue in their business*, and if provided additional financial help, would invest this in business. They thereby indicate a certain amount of commitment to entrepreneurship, in spite of the handicaps that they have to face.
- (d) The majority of TEs are aware of their own shortcomings and show a *desire to acquire better skills*, through training programmes, consultancy services, and opportunities to travel around and establish new contacts. Such a desire offers an *entry point* for any agency that would want to promote tribal entrepreneurship.
- (e) There seems to be little discrimination on the part of other communities against tribal entrepreneurs, in the form of non-sponsorship of their business. It is not excluded, however, that resistance might arise once tribals penetrate deeper into the field of business, and engage in types of business till now occupied by others.

(4) The climate in Ranchi seems to be such that the time is opportune for launching an integrated programme to promote entrepreneurship. There are a number of agencies who could play a role in this process. These are briefly mentioned below :—

(a) *Climate*

- (i) Impetus of the “Garibi Hatao” programme of Government, in the form of especially designed plans to help backward communities and areas to catch up with the rest of the country, money seems to pose no problem in this matter.
- (ii) Creation of the Chotanagpur and Santhal Parganas Development Agency as a regional planning and implementation body. Plans and their execution may be expected to be better adapted to local needs and circumstances.
- (iii) Inability of Government and public sector enterprises to provide sufficient employment for all job seekers including tribals. The field of self-employment, as a way out of this impasse will, therefore, assume increasing importance. There are signs that tribals become aware of this. Through suitable incentives and the lowering of handicaps, a large number of them could be induced to become self-employed, than is the case at present.
- (iv) Genuine desire on the part of public sector enterprises, nationalized banks and certain professional organizations to generate better conditions and opportunities for local people. A concrete programme for the promotion of entrepreneurship of local people would likely receive the cooperation of such organizations.
- (v) Presence in Ranchi of a number of training and research institutions as well as professional bodies and social welfare organizations that could be involved in such a programme.
- (iv) Among the business community, a few progressive individuals are keen to provide tribals with the opportunity to pick up business skills through apprenticeships. Such individuals realise that the area will not develop unless entrepreneurship becomes very wide spread. Till now, however, such far-sighted individuals constitute a minority amongst businessmen.

(b) *Role of Organisations*

- (i) *Government's* role is to see that the necessary credit, tools and machinery is made available. It can place orders for goods produced by local entrepreneurs and take certain protective measures so that these new entrepreneurs are not faced during initial stages with competition that would close down their business.
- (ii) *Industry* could farm out the production of spare parts etc. to ancillary industries to a greater extent that is done at present. It could assist small entrepreneurs with consultancy and technical know-how regarding production problems.
- (iii) The role of *businessmen and professional organisations* would lie in the area of imparting practical skills through apprenticeship, assistance in drawing up projects and directing new entrants towards the source of credit, and marketing of their products.
- (iv) *Banks* should provide the necessary credit on differential rate of interest for machinery, tools, raw materials and advice on financial management and book keeping.
- (v) *Training institutes* could design suitable programmes to impart motivation, technical and business skills, and thus make up for the deficiencies of the educational system that fails to provide these inputs.
- (vi) *Research Institutes* have a vital role to play in conducting benchmark surveys on problems connected with entrepreneurship, as well as action-cum-research programmes implemented for the promotion of entrepreneurship, and finally for generating the necessary feedback information on the basis of which the systems approach to entrepreneurship promotion could become more adapted and effective.
- (vii) *Voluntary organisations* that enjoy the confidence of tribals could function as their go-betweens and facilitators in dealings with the above-mentioned agencies.
- (viii) A better approach, however, would be if TEs themselves can be assisted in starting an *organisation of their own*, to function as spokesman and pressure group for their interests.

An integrated programme of action-cum-research *greater awareness* on the part of all involved, about the problems that tribals face in becoming self-employed entrepreneurs, and a *genuine desire to solve* their problems effectively. Such a commitment must be further expressed by a more efficient administration on the part of lower staff in Government and industrial bureaucracies, so that the obstacles which tribals and other local entrepreneurs face at present in this matter may be removed.

#### TRAINING AND NURTURING AS A MEANS OF HELPING TOWARDS A BREAK-THROUGH

In March, 1974, the first course of 20 young tribal entrepreneurs was organised. Of these, 12 have by now either started their business, or have recently *obtained bank loans* with the help of which they are setting up their business.

One of these young men, G. Lakra of village TONGO, obtained the Udyami Shri Award from the President of India on 7th April, 1975 through the kind services of NAYE. Lakra runs a grocery-cum-stationery shop successfully and combines it with cycle repairs. Another T.E.J. Tirkey, opened a photo studio at Ranchi on 15th August. J. P. Lakra moves around in the Mandir area and repairs pumps. T. Ekka runs a thriving homoeopathic clinic at Kusai near Ranchi. A couple of other young T.Es do well as tailors.

Two more entrepreneur development programmes have been run since then, and a fourth and fifth programme will be started as soon as funds are available. In the last course, Vijey Ekka, saved as much as 75 per cent of his stipend, in order to use it as seed money to start his fabrication shop at Lohardaga. A sign of determination.

The message has got around and one has no longer to scout for candidates. Scores are on the *waiting list*, and selection will soon become a problem. For many young tribals tired of searching for jobs, of which any way too few are available entrepreneurship is the way out.

Two *project-leaders*, one of whom is tribal now work full-time in training the candidates, assisting them in preparing their project report, obtaining loans from the banks, and necessary permissions and licences from the industries and other Departments of Government. An excellent *spirit of co-operation* and of '*missionary zeal*' now animates the senior officers of these departments. They make it a point to attend the monthly meetings of the '*Guidance Cell*' where young entrepreneurs can present their difficulties and obtain valuable advice on how to clear hurdles.

### CHARACTERISTICS OF THE NEW BREED OF TRIBAL ENTREPRENEURS

As a result of the training and promotion offered in a nurturing atmosphere, some of the handicaps that characterised their untrained older colleagues are receding amongst the new breed.

(1) Though a few drop out during or after the training, a good number, let us say 60 per cent—a very high percentage when compared to persistence rates of training courses conducted elsewhere in India—are *absolutely determined to set up their business*, and show considerable resilience in overcoming the handicaps.

(2) Their *financial performance* is generally sound. They obtain loans from the Banks and quite a few have started repaying loans very regularly and are even clearing these at a faster rate than expected by the Banks.

(3) They have understood the *basics of marketing*, and are more aggressive than their older colleagues. J. Tirkey, for instance, the man who opened a photo shop recently, hit on the ingenious idea of taking photos of rickshaw-pullers, plying in his area as a promotional measure. Rickshaw-pullers need licences, and, therefore, a passport photo, they can also bring customers in search of a photographer to the right address.

(4) There is evidence to show that these youngmen do engage in careful *planning* of their business and, therefore, have a *time perspective and confidence in the future*, that clearly distinguishes them from the older generation.

(5) Quite a few of them take the trouble of travelling every month, to Ranchi to attend the meetings of the *Guidance Cell*. They do appreciate the value of *up-to-date business information* and of personal contact with bankers and Government officers.

(6) These young TEs finally have a *robust sense of self-confidence*, are able to communicate with others. They are spreading the message of entrepreneurship in their surroundings.

By way of concluding one can affirm that what is preventing more young tribals from taking up entrepreneurship, is not a lack of risk-taking or dash on their part but the limitation of training resources, the bureaucratic delays in the Banks and infrastructures, of whom at present only the higher officers—but not yet the clerks—are imbued with a sense of entrepreneurship, and the very absence of infrastructural facilities, for instance banks, in the outlying areas of the district.

# APPENDIX XIII

(Reference para 8.39)

## Implementation of Apprentices Act, 1961, engagement of apprentices belonging to the Scheduled Castes and Scheduled Tribes as on 13-2-1976

Sl. No.	Name of State/Region	No. of SC Apprentices	No. of ST Apprentices
1.	Andhra Pradesh	208	39
2.	Assam	80	40
3.	Bihar	318	206
4.	Chandigarh	17	—
5.	Delhi	70	—
6.	Goa	5	—
7.	Gujarat	195	82
8.	Haryana	124	4
9.	Himachal Pradesh	59	1
10.	Jammu & Kashmir	10	—
11.	Karnataka	121	25
12.	Kerala	153	2
13.	Madhya Pradesh	318	214
14.	Maharashtra	662	251
15.	Orissa	125	160
16.	Pondicherry	36	—
17.	Punjab	181	5
18.	Rajasthan	140	40
19.	Tamil Nadu	1,240	5
20.	Uttar Pradesh	436	62
21.	West Bengal	324	59
22.	Meghalaya	—	19
23.	Tripura	6	2
TOTAL		4,828	1,216
<i>Central Sector Establishments :</i>			
1.	E. Region	1,597	751
2.	N. Region	927	45
3.	S. Region	1,854	80
4.	W. Region	961	479
TOTAL		5,339	1,355
GRAND TOTAL		10,167	2,571

# APPENDIX XIV

(Reference Para 9.8)

## Names of integrated Tribal Development Projects proposed to be started in various States

State	Integrated Tribal Development Project
I. <i>Andhra Pradesh</i>	<ol style="list-style-type: none"> <li>1. Adilabad</li> <li>2. Warrangal</li> <li>3. Khammam</li> <li>4. Visakhapatnam</li> <li>5. West Godavari</li> <li>6. East Godavari</li> <li>7. Srikakulam</li> </ol>
II. <i>Assam</i>	<ol style="list-style-type: none"> <li>1. Kokrajhar</li> <li>2. Parpeta Nalbari</li> <li>3. Gauhati</li> <li>4. Morigaon</li> <li>5. Mangaldoi</li> <li>6. Dhemaji</li> <li>7. North Lakhimpur</li> </ol>
III. <i>Bihar</i>	<ol style="list-style-type: none"> <li>1. Khunti</li> <li>2. Simdega</li> <li>3. Chakradharpur</li> <li>4. Ranchi</li> <li>5. Lohardaga</li> <li>6. Gumla</li> <li>7. Dhalbhum</li> <li>8. Chaibassa</li> <li>9. Saraikela</li> <li>10. Pakaur</li> <li>11. Dumka</li> <li>12. Rajmahal</li> <li>13. Jamtara</li> </ol>
IV. <i>Gujarat</i>	<ol style="list-style-type: none"> <li>1. Bharuch District</li> <li>2. Panchmahal District</li> <li>3. Surat District (I)</li> <li>4. Valsad District</li> <li>5. Sabarkantha District</li> <li>6. Surat District (II)</li> <li>7. Vadodara</li> <li>8. Dangs</li> <li>9. Banaskantha</li> </ol>
V. <i>Madhya Pradesh</i>	<ol style="list-style-type: none"> <li>1. Jhabua</li> <li>2. Lakhnadon</li> <li>3. Pushparajgarh</li> <li>4. Narainpur</li> <li>5. Mandla</li> <li>6. Dindori</li> <li>7. Niwas</li> <li>8. Jashpurnagar</li> <li>9. Barwani</li> <li>10. Katghora</li> <li>11. Kukshi</li> <li>12. Gariaband</li> <li>13. Ambikapur</li> <li>14. Tamia</li> <li>15. Alirajpur</li> <li>16. Kondagaon</li> <li>17. Bijapur</li> <li>18. Baihar</li> <li>19. Dhar</li> <li>20. Betul</li> <li>21. Khargone</li> <li>22. Bhanupratapur</li> <li>23. Surajpur</li> <li>24. Pal</li> <li>25. Korya</li> <li>26. Dharamjaigarh</li> <li>27. Gaurella</li> <li>28. Jagdalpur</li> <li>29. Dantewara</li> <li>30. Konta</li> <li>31. Bijapur</li> </ol>

State	I.T.D.P.
VI. <i>Maharashtra</i> . . . . .	1. Thana I 2. Nasik I 3. Dhule I 4. Amravati 5. Yavatmal 6. Jalgaon (Sub-I.T.D.P.) 7. Chandrapur I 8. Pune (Sub-ITDP) 9. Ahmednagar (Sub-ITDP) 10. Chandrapur (Rajura) (Sub-ITDP) 11. Nanded (Sub-ITDP) 12. Thana II 13. Nasik II 14. Dhule II 15. Chandrapur II
VII. <i>Orissa</i> . . . . .	1. Baripada 2. Rairangpur 3. Karanjia 4. Kaptipada 5. Sundargarh 6. Rajaganpur 7. Bonai 8. Bhuyanpir (Juangpir) 9. Keonjhar 10. Koraput 11. Rayagada 12. Jeypore. 13. Malkangiri 14. Nawarangpur 15. Gunupur 16. Baliguda-I 17. G. Udayagiri 18. Phulbani 19. Parlakimedi
III. <i>Rajasthan</i> . . . . .	1. Banswara 2. Dungarpur 3. Udaipur 4. Chittorgarh
IX. <i>West Bengal</i> . . . . .	1. West Dinajpur 2. Birbhum 3. Midnapur 4. Purulia 5. Bankura 6. Burdwan 7. Siliguri, Distt. Darjeeling 8. Jalpaiguri 9. Hooghly 10. 24-Parganas 11. Malda 12. Murshidabad



APPENDIX XV  
(Reference Page 10.8)

**Important points discussed by the Tribes advisory councils in the States of Andhra Pradesh, Bihar, Madhya Pradesh, Orissa, Rajasthan, Tamil Nadu and West Bengal**

**I. Andhra Pradesh**

*Meeting held on 31-10-1975.*

It was stated that all the houses constructed under Life Insurance Corporation Scheme at the rate of Rs. 1,800 for Scheduled Castes and Scheduled Tribes, were not occupied. The Collectors were to be asked to inform the reasons for the non-occupation of the houses by the tribals. Some poor tribals were not in a position to pay the monthly instalment of Rs. 18. The Collectors were requested not to insist on payment of instalments for the time being while encouraging the tribals to occupy the houses. It was resolved to request Government to amend section 2(d) of the Andhra Pradesh Scheduled Area Land Transfer Regulation, 1959 by deleting the words "does not" occurring in the definition of "immovable property" and adding the word "includes" in their place. It was resolved to make provisions regarding compensation for the unauthorised ownership of the immovable property.

**II. Bihar**

*Meetings held on 27-5-1974 and 29-7-1974.*

The first meeting was adjourned due to incomplete quorum. It was suggested in the second meeting that the Reserve Bank of India had given directions to Land Mortgage Banks to give 10% loans for debt relief and 90% Loan for production purposes and suggested that the Government should give security for that loan. It was stated that the farmers should be provided loans at the rate of 50% of the assessed property by the Revenue Department. A demand was made for the implementation of the scheme of providing 50% as loan and 50% as subsidy to tribals for pump sets. It was emphasised that instead of declaring more areas as Scheduled areas, same facilities should be provided to the tribals living in non-Scheduled areas which were given to the tribals in the Scheduled Areas.

**III. Madhya Pradesh**

*Meetings held on 1-3-1974, 6-7-1974 and 20-1-1975.*

It was suggested that priority should be given to the schemes of providing drinking water in the tribal areas. It was stated that timber merchants were exploiting the tribals of Bastar in purchasing wood from them. There should be provision of keeping wood in Forest Depots by making amendments in Forest Nationalisation Act. The tribals of Bastar were not stated to be getting benefit of forest resources due to restrictions on sale. It was also proposed to provide ownership of land to the tribals living in forest villages on the same lines as given to the tribals of forest villages in Maharashtra. It was proposed that the pending cases of debt relating to tribals should be quickly disposed of in courts. The Council also proposed that amendments in Forest Protection Act may be made so that M.P.T. D.C. may get priority in purchase of timber from the tribals of the Scheduled Areas. It was suggested that in the non-Scheduled areas, the T.C.D.C. should function as an agent for auctioning of timber belonging to tribals. It was also recommended that the Collectors should be requested to allow the tribals to cut timber in their fields in the non-Scheduled areas. It was suggested that four training centres at Jaspur (Raigarh), Sijora (Mandla), Alirajpur (Jhabua) and Bastar should be converted into Zonal Research and Evaluation Centres. It was suggested that tribal lands should not be auctioned without making proper enquiry about the payment of loan by the tribals to the Banks, since many tribals have paid the loan but the middlemen had kept with them instead of repaying to the Banks. It was also suggested to check the alienation of tribal land by the non-tribals through their tribal servants. It was felt that to arrest the alienation of land of the tribals, transfer of land from tribals to tribals should also be stopped by making suitable regulation.

**IV. Orissa**

*Meeting held on 3-9-1974.*

It was suggested by the Tribes Advisory Council that the reservations for members of Scheduled Communities in services should be ensured through legislation and separate standard of examination should be prescribed. The State Government has passed the Orissa Reservation of Vacancies in posts and Services (Act), 1975 and framing of Rules under the Act, was in process. The Tribes Advisory Council recommended that the liquor shops should be banned from the tribal areas but there was a divided opinion whether the tribals should be allowed to make their own drinks. The State Government informed that during 1974-75, liquor shops were closed at 78 places in the tribal areas. However, the Scheduled Tribes persons were allowed to make *Pachwai* to the limit of 7 Kg. undiluted and 18 kg. diluted for their domestic consumption. The Tribes Advisory Council suggested that Regulation 2 of 1956 should be extended to all tribal areas and the State Government informed that besides the Scheduled Areas unlawful transfer of land by the Scheduled Castes and Scheduled Tribes in other areas had been prohibited under Section 22 and 23 of the Orissa Land Revenue Act. The Tribes Advisory Council had also suggested, that Kasipur area of Koraput District should be declared as Scheduled Areas. The State Government is understood to have submitted their proposal to the Government of India in this regard.

**V. Rajasthan**

Meeting held on 2-6-1974 was postponed due to lack of quorum.

**VI. Tamil Nadu**

*Meetings held on 10-5-1973 and 29-12-1973.*

On the advice of the Tribes Advisory Council the Scheme of interest free loans was extended to Scheduled Tribes. The matter to waive the recovery of housing loan sanctioned to Scheduled Tribes of Madurai district is under consideration of the Government.

## VII. *West Benga*

*Meeting held on 1-6-1974.*

The Tribes Advisory Council suggested for the organisation of tribal melas and the State Government sanctioned a sum of Rs. 500 to Banigole Saran Sangha at Midnapur for holding the Mela. The Tribes Advisory Council suggested that recognition should be given to schools located in tribal blocks and making appointment of tribal schools teachers. The State Education Department was understood to have issued a circular in this regard. Suggestion was made for the re-census of the lepchas. The Director of Public Instructions was requested to issue instructions to the district inspectors of schools for sending copies of advertisements for appointment of primary school teachers to the Special Officer, Scheduled Castes and Scheduled Tribes Welfare of the district concerned. Some malpractices were reported in respect of functioning of the feeding centres of Darjeeling. It was stated that there was slow progress in the construction of Jayanti houses. Some Schools were stated to be charging tuition fees from the tribal students.

# APPENDIX XVI

(Reference para 10.10)

## STATEMENT No. I

Statement showing expenditure incurred during 1973-74 by the Mikir Hills District Council

Sl. No.	Scheme	Schemes financed out of the allotment of Council Revenue	Schemes financed out of the State Govt. fund
1.	Rural Water Supply Scheme . . . . .	1,62,481	6,447
2.	Rural Communication . . . . .	1,60,790	21,431
3.	Self-help . . . . .	1,49,485	10,211
4.	Beautification of Towns . . . . .	—	87,800
5.	Model Village . . . . .	—	51,896
6.	Urban Development . . . . .	—	1,21,600

# STATEMENT No. II

Statement showing expenditure incurred during 1972-73 and 1973-74 by the North Cachar Hills District Council

Sl. No.	Scheme	Expenditure incurred		Achievement	
		1972-73	1973-74	1972-73	1973-74
1. Water Supply	.	27,000		50 numbers	64 numbers
2. Rural Communication	.	68,000	.	98 numbers	64 numbers
3. Beautification of Towns	.	30,000	1,65,000	2 numbers	1 number
4. Improvement of markets	.	23,000		8 numbers	7 numbers
5. Self-help enterprise	.	—		—	48 numbers

# APPENDIX XVII

(Reference para 10.12)

## STATEMENT No. 1

Statement showing expenditure incurred from 1971-72 to 1973-74 by the Jaintia Hills District Council

Sl. No.	Name of Scheme	Amount			Grant			Public Contribution			Progress Achieved		
		1971-72	1972-73	1973-74	1971-72	1972-73	1973-74	1971-72	1972-73	1973-74	1971-72	1972-73	1973-74
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Communi- cation	1,93,200	1,69,774	1,49,200	1,44,900	1,27,300	1,11,900	48,000	42,474	37,300	123 Nos.	115 Nos.	97 Nos.
2.	Water Supply	50,000	72,686	51,724	37,000	54,500	38,800	12,500	18,186	12,934	59 Nos.	86 Nos.	62 Nos.
3.	Self-help Scheme	1,56,800	1,54,939	1,99,067	1,17,600	1,18,200	1,49,300	39,000	36,739	49,767	118 Nos.	133 Nos.	93 Nos.

## STATEMENT NO. 2

Statement showing the Schemes undertaken by the Garo Hills District Council and the amount spent against each Scheme from 1971-72 to 1974-75

Year	Sl. No.	Name of Scheme	Govt. Grant	25% Council contribution	25% Peoples contribution	Total	Progress
1	2	3	4	5	6	7	8
1971-72	1.	Rural Water Supply . . . . .	1,10,000	27,500	27,500	1,65,000	87 Nos.
	2.	Rural Communication . . . . .	1,25,000	31,250	31,250	1,87,500	84 Nos.
	3.	Self-Help Schemes . . . . .	1,00,000	25,000	25,000	1,50,000	65 Nos.
1972-73	1.	Rural Water Supply . . . . .	1,10,000	27,500	27,500	1,65,000	77 Nos.
	2.	Rural Communication . . . . .	1,25,000	31,250	31,250	1,87,500	101 Nos.
	3.	Self-Help Scheme . . . . .	1,00,000	25,000	25,000	1,50,000	49 Nos.
	4.	Regrouping of villages under model village scheme	2,68,500	60,250	60,250	3,89,000	50 Nos.
	5.	Construction of village Council cum-Court buildings	84,000	21,000	21,000	1,26,000	12 Nos.
1973-74	1.	Rural Water Supply scheme . . . . .	1,10,000	27,500	27,500	1,65,000	64 Nos.
	2.	Rural Communication . . . . .	1,25,000	31,250	31,250	1,87,500	77 Nos.
	3.	Self-Help Scheme . . . . .	1,00,000	25,000	25,000	1,50,000	42 Nos.
	4.	Beautification of Tura Town . . . . .	1,12,000	28,125	—	1,40,625	36 Nos.
	5.	Regrouping of village under model village scheme	2,43,500	60,400	60,400	3,64,300	50 Nos.
	6.	Supply of free plough cattle to regrouped villagers	25,000	—	—	25,000	50 pairs
	7.	Construction of village Council-cum-Court building	84,000	21,000	21,000	1,26,000	9 Nos.
1974-75	1.	Rural Water Supply . . . . .	1,00,000	25,000	25,000	1,50,000	69 Nos.
	2.	Rural Communication . . . . .	3,00,000	75,000	75,000	4,50,000	135 Nos.
	3.	Beautification of Tura Town . . . . .	1,12,000	28,000	—	1,40,000	—
	4.	Regrouping of villages under model village scheme	1,04,000	26,000	26,000	1,56,000	—
	5.	Construction of village Council and Court building	84,000	21,000	21,000	1,26,000	18 Nos.

# APPENDIX XVIII

(Reference Para 11.1)

Maximum limit regarding the ceiling of land fixed for a family of five members as provided in various State Laws

Sl. No.	Name of the State	Quality of Land	Magnititude of Land
1	2	3	4
1. Andhra Pradesh	(i) Double crop of wet land (ii) Wet land other than double crop (iii) Dry land		18 acres 27 acres 54 acres
2. Assam	(Approximately 16½ acres) plus the actual area of the orchard subject to a max. of 15 bighas		50 acres
3. Bihar	(i) Class I land (ii) Class II land (iii) Class III land (iv) Class IV land (v) Class V land (vi) Class VI land Besides an area not exceeding 1 acre forming part of home- stead and compact block/blocks not exceeding 3 acres as orchard of bansbari.		15 acres 18 acres 25 acres 30 acres 37.50 acres 45 acres
4. Gujarat	(i) Perennially irrigated land (ii) Recently irrigated land (iii) Superior dry crop land (iv) Dry crop land In desert or hilly areas the 12½ per cent increase can be allowed.		18 acres 27 acres 36 acres 54 acres
5. Haryana	(i) Assured irrigation for two crops (ii) Assured irrigation for one crop (iii) All other lands including orchards		7.25 hec. 10.9 hec. 21.8 hec.
6. Himachal Pradesh	(i) Double crop land with assured irrigation (ii) Land with assured irrigation for one crop (iii) Other lands including orchards (iv) Lands in certain specified hilly areas		10 acres 15 acres 30 acres 70 acres
7. Jammu & Kashmir	(i) Irrigated land (ii) Un-irrigated lands (iii) All classes of land in Ladakh		16.8 acres 22.2 acres 19.2 acres
8. Karnataka	(i) A Class land (ii) B Class land (iii) C Class land (iv) D Class land		13 acres 20 acres. 30 acres. 54 acres
9. Kerala	For a family of upto 5 members		10 Std. acres or 12—15 acres.
10. Maharashtra	(i) Land with assured irrigation capable of yielding at least two crops in a year (ii) With assured irrigation for one crop (iii) Land irrigated seasonally by flow irrigation from Govt. or national source (iv) Dry crop land situated in the Bombay subarban and other specified districts (v) Dry crop land not falling under any of the above		18 acres 27 acres 36 acres 36 acres 54 acres
11. Madhya Pradesh	(i) Land with assured irrigation for two crops (ii) Land with assured irrigation for one crop (iii) Dry land		18 acres 27 acres 54 acres
12. Orissa	(i) Class I land (ii) Class II land (iii) Class III land (iv) Any other land		10 acres 15 acres 30 acres 45 acres
13. Punjab	(i) Land with assured irrigation for two crops (ii) Land with assured irrigation for one crop (iii) Land for other classes including banjar land		7 hectares 11 hectares 21.8 hec.

1	2	3	4
14. Rajasthan		(i) Land with assured irrigation for two crops	18 acres
		(ii) Land with assured irrigation for one crop	27 acres
		(iii) Land under orchard existing on 28-7-72	54 acres
		(iv) Certain specified categories of land in fertile zone	48 acres
		(v) Certain specified categories of land falling in semi-fertile zone	54 acres
		(vi) Land falling in certain specified hilly zone	54 acres
		(vii) Land not included in any of the above categories in semi-desert zone.	125 acres
		(viii) Land not included in the above falling in desert zone	175 acres
15. Tamil Nadu		(i) For a family of upto 5 members (1 Std. acre varying from 0.8 acres of wet land of the best quality to 4 acres of dry land).	15 Std. acres
16. Tripura		(i) Lunga or nal land	4 hectares
		(ii) Tilla land	12 hectares
17. Uttar Pradesh		(i) Irrigated land	7.30 hect.
		(ii) Unirrigated land	10.95 hect.
		(iii) Groove land	18.25 hect.
		(iv) Usar land	18.25 hect.
		(v) Unirrigated land in specified areas	18.25 hect.
18. West Bengal		For a family of 5 members	5 Std. hect.
		Besides orchard land upto two std. hectares or the actual areas of the land in orchards whichever is less.	



# APPENDIX XIX

(Reference Para 11.3)

## Position with regard to the implementation of the amended land Ceiling Laws

(Area in Acres)

State	No. of Returns filed		Total	Progress of Scrutiny		As on	Area declared Surplus
	Voluntarily	On official initiative		Cases disposed of	Cases pending		
1. Andhra Pradesh . . . . .	4,12,674	26,627	4,39,301	47,536	3,91,765	30-11-1975	34,431
2. Assam * <sup>1</sup> . . . . .	3,830	1,223	5,053	671	4,382	31-12-1974	—
3. Bihar . . . . .	2,210	32,638	34,848	18,249	16,599	30-9-1975	40,000
4. Gujarat . . . . .	—	—	—	—	—	—	—
5. Haryana . . . . .	31,776	2,417	34,193	600	33,593	December, 1975	—
6. Himachal Pradesh . . . . .	1,316	1,371	2,687	2,589	98	October, 1975	62,953
7. Jammu & Kashmir . . . . .	—	—	—	—	—	—	—
8. Karnataka . . . . .	91,196	10,254	1,01,450	9,402	92,048	November, 1975	19,980
9. Kerala . . . . .	37,301	—	37,301	12,977	24,324	31-12-1975	38,354
10. Madhya Pradesh . . . . .	1,27,585	3,308	1,30,893	71,704	59,189	November, 1975	3,517
11. Maharashtra . . . . .	85,273	* <sup>2</sup>	85,273	—	85,273	December, 1975	—
12. Orissa . . . . .	4,479	25,544	30,023	1,452	28,571	September, 1975	21,401
13. Punjab . . . . .	32,647	1,751	34,398	15,586	18,812	November, 1975	1,003
14. Rajasthan . . . . .	5,486	37,294	42,780	29,211	13,569	November, 1975	1,49,979
15. Tamil Nadu . . . . .	3,578	24,771	28,349	23,984	4,365	November, 1975	41,581
16. Tripura . . . . .	252	—	252	—	252	30-6-1975	—
17. Uttar Pradesh . . . . .	249	43,559	43,808	34,865	8,943	December, 1975	1,30,467
18. West Bengal . . . . .	30,432	10,166	40,598	15,953	24,645	30-11-1975	58,844
19. Pondicherry . . . . .	10	126	136	69	67	30-9-1975	4,243
20. Dadra & Nagar Haveli . . . . .	11,419	—	11,419	* <sup>3</sup>	* <sup>3</sup>	15-12-1975	2,906
TOTAL . . . . .	8,81,713	2,21,049	11,02,762	2,84,458	8,06,495		6,09,659

\*<sup>1</sup> Data for Assam relates to the progress made in the implementation of the Act as amended in 1971 lowering the ceiling to 75 bighas from 150 bighas.

\*<sup>2</sup> The last date for filing returns was 2nd December, 1975. The data pertains to that date.

\*<sup>3</sup> These details for Dadra & Nagar Haveli are not available.

State	Area taken possession of	Area distributed No. of beneficiaries	Area	Details of beneficiaries				Other	
				Scheduled Castes		Scheduled Tribes		No.	Area
				No.	Area	No.	Area		
1. Andhra Pradesh	639	* 4	—	—	—	—	—	—	—
2. Assam	—	7,340	15,045	495	727	1,104	2,638	5,741	11,630
3. Bihar	40,000	5,618	6,400	1,532	1,774	429	448	3,657	3,978
4. Gujarat	—	—	—	—	—	—	—	—	—
5. Haryana	—	—	—	—	—	—	—	—	—
6. Himachal Pradesh	40,000	288	1,714	—	—	Details not available			
7. Jammu & Kashmir	—	—	—	—	—	—	—	—	—
8. Karnataka	—	—	—	—	—	—	—	—	—
9. Kerala	22,189	11,947	8,656	4,708	2,742*4a	706	432*4a	533	3,790*4a
10. Madhya Pradesh	15	—	—	—	—	—	—	—	—
11. Maharashtra	—	—	—	—	—	—	—	—	—
12. Orissa	4,643	181	236	64	N.A.	177	N.A.	20	N.A.
13. Punjab	388	148	388	68	170	—	—	80	217
14. Rajasthan	66,375	699	5,295	228	964	143	1,410	328	2,921
15. Tamil Nadu	38,072	17,132	26,764	3,651	7,646	—	—	1,481	19,118
16. Tripura	—	—	—	—	—	—	—	—	—
17. Uttar Pradesh	51,371	—	15,096	298*5	—	—	—	4	*5
18. West Bengal	33,146	13,562*6	20,815	5,415	—	115	—	6,002	—
19. Pondicherry	—	—	—	—	—	—	—	—	—
20. Dadra & Nagar Haveli	—	—	—	—	—	—	—	—	—
<b>TOTAL</b>	<b>2,96,838</b>	<b>56,915</b>	<b>1,00,409</b>	<b>15,489</b>	<b>14,023</b>	<b>6,667</b>	<b>4,978</b>	<b>35,846</b>	<b>41,654</b>

\*4 The distribution work is to be taken up in January, 1976.

\*4a The area given to SC & ST and other shown separately refers to the date given for an earlier record while no. of beneficiaries in these categories pertain to the period ending 31-12-75.

\*5 The number of beneficiaries for extent of 15,096 acres of surplus land distributed is not available. In the subsequent cols. the no. of beneficiaries given relates to date available for an earlier period when the area distributed was 555 acres; which was reported to have been distributed among 298 persons belonging to SC & ST (break-up not given) and 4 other persons.

\*6 The figure of 13,552 beneficiaries refers to an earlier period when the surplus land distributed was only 12,147 acres. The no. of beneficiaries from 8,668 acres of land reported to have been distributed by mid-October is not available. Also the areas distributed to SC & ST and other are not separately shown though the no. of beneficiaries have been indicated.

APPENDIX XX  
(Reference Para 11.5)

**Statewise Information regarding priorities laid down for the distribution of surplus land under the revised ceiling laws**

**1. Assam**

- (i) Cultivating tenants in occupation;
- (ii) Sub-tenant in occupation;
- (iii) Land which is not so settled will be settled as per Section 12 of Assam Land & Revenue Regulation, 1886.

The beneficiary shall pay to the Government in lump-sum or in annual instalment, not exceeding five, an amount fixed by the Govt. which should not exceed the amount payable by the Government for the acquisition of the land under Section 8.

**2. Bihar**

- (1) Landless persons in the village belonging to Scheduled Castes and Scheduled Tribes or backward classes as mentioned in Revenue Department's notifications in 1956 and 1962.
- (2) Persons belonging to Scheduled Castes and Scheduled Tribes, etc. of the village having not more than one acre of Class III land or equivalent area.
- (3) Other landless persons in the village.
- (4) Other persons with less than one acre of Class I land or equivalent area.
- (5) Dependents of present service personnel and of those killed in action.
- (6) Ex-servicemen residing in the village.

The new settlers have to pay to the Government @ Rs. 50 per acre for Class I land per annum for 30 years. For other classes of land, the payment bears the same proportion which the rates in part I of the Schedule bear to one another.

**3. Gujarat**

Subject to the payment of the occupancy price, the surplus land shall be allotted in the following priority:

- (1) A co-operative joint farming/farming society, the members of which are agricultural labourers, landless persons or small holders or a combination of such persons;
- (2) Agricultural labourers and landless persons; and
- (3) Small holders.

In cases of (2) and (3), persons belonging to Scheduled Castes/Scheduled Tribes and others in that order, where more than one co-operative society exists, preference shall be given in the order of :

- (a) A co-operative society, the members of which belong to Scheduled Tribes;
- (b) Co-operative society, the membership of which is held partly by persons belonging to Scheduled Tribes and partly by persons of Scheduled Castes;
- (c) Co-operative society, the members of which belong to Scheduled Castes; and
- (d) A co-operative society, the membership of which is not solely of persons belonging to Scheduled Tribes or Scheduled Castes.

Orchards and compact blocks of efficiently managed land, the break up of which would effect the maintenance of production can be allotted in tact as per the rules to be framed therefor. For such allotments, the priority is :

- (a) Co-operative farming society having not less than 60% of its members belonging to Scheduled Castes/Scheduled Tribe or both;
- (b) Any other co-operative farming society;
- (c) A corporation (including a company) owned or controlled by the Govt.

The right to alienate the allotted land is restricted by Section 30.

**4. Haryana**

- (1) Members of Scheduled Castes and Backward classes.
- (2) Landless persons.
- (3) Agricultural workers.
- (4) Tenants.
- (5) Ex-servicemen.
- (6) Tenants liable to ejectment; or
- (7) Persons owning land not exceeding 2 hectares under assured irrigation or land of equivalent value.

The purchase price payable by the allottees should be paid in 10 annual equated instalments along with interest @ 5% per annum. The amount should not exceed the compensation paid for acquisition of surplus land. On the payment of the 1st instalment, the allottees become owner. The balance remains a first charge on the land so allotted.

**5. Himachal Pradesh**

State Government may frame a scheme for utilisation of surplus area by allotment to landless persons and one whose holding is less than one acre to make his holding one acre. The first preference among landless persons shall be given to Scheduled Castes and Scheduled Tribes.

The allottee shall pay for the land allotted @ 95 times the land revenue and rates and cesses and 50% of the market price for building, structure and tubewell on the land allotted.

## 6. Jammu & Kashmir

In accordance with the rules that may be prescribed.

## 7. Karnataka

Subject to the reservation 50% of the surplus land for assignment to Scheduled Castes and Scheduled Tribes and also subject to such restrictions and conditions as may be prescribed, land may be allotted in the order of priority as follows:—

- |  |   |
|--|---|
| (1) Landless displaced tenants.  | Not less than one unit.                             |
| (2) Landless agricultural labourers.   | —do—  |
| (3) Landless persons including ex-military personnel whose gross annual income does not exceed Rs. 2,000.  | —do—  |
| (4) Other persons in the villages in the same or adjacent talukas having less than one unit of land and with an annual gross income not exceeding Rs. 2,000. | Not less than the extent required to make one unit. |

For A, B & C Classes of land the price payable is 15 times the net annual income, for D class land, 20 times.

The amount can be paid in lump sum or in annual instalments not exceeding 20 as the Tehsildar may determine. On the outstanding part, 4 per cent interest is payable. The price payable is a first charge on the land and is recoverable as arrears of land revenue.

## 8. Kerala

- (i) Land on which there are 'Kudikidappukars' shall be assigned to such persons;
  - (ii) of the remaining land—
    - (a) 87½% shall be assigned to landless agricultural labourers one-half of it being set apart for Scheduled Castes and Scheduled Tribes;
    - (b) The balance (12½%) shall be assigned to small holders and other landlords who are not entitled to resume any land.
- The land assigned should not exceed one acre or where the assignee already holds some land, an extent enough to make land in his possession equal to one acre.
- The purchase price shall be an amount calculated at rates given in Sch. IV and shall be payable either in lump sum or in 16 equal annual instalments. The assignment is made on payment of lump sum or the 1st instalment. On outstanding amount, in the latter case, 4½% interest per annum is payable.

## 9. Madhya Pradesh

- (i) Agricultural labourers:
  - (a) belonging to Scheduled Castes & Scheduled Tribes;
  - (b) others.
- (ii) Joint farming society of agricultural labourers and landless persons;
- (iii) Better farming society of agricultural labourers and landless persons;
- (iv) Displaced tenants;
- (v) Holders of contiguous lands;
- (vi) Joint farming society of agriculturists;
- (vii) Better-farming society of agriculturists;
- (viii) Any other co-operative farming society; and
- (ix) An agriculturist holding less than the ceiling area.

Where land allotted is an orchard other than banana and vineyard the allottee shall maintain the orchard in tact.

The premium payable by the allottee is equivalent to the compensation payable in respect of such land. The premium can be paid either in lump sum within six months of the commencement of the agricultural year next following the allotment or in 20 equal annual instalments, the unpaid part bearing a rate of interest of 3% per annum.

## 10. Maharashtra

- (a) Where the surplus land belonged to a holder who by resuming land from his tenant for cultivation under any tenancy law, has rendered that tenant landless, the surplus land shall first be offered to that tenant.
- (b) Where any part of the holding of a person which consists of one or more compact blocks, is declared as surplus land, it shall be offered first to the landlord who had leased the land to such person and such landlord has not exercised his right of resumption under the relevant tenancy or ceiling law; and then to any agricultural labourer or technical or other staff who has been rendered unemployed on account of that land being declared surplus.
- (c) Fifty per cent of the remaining surplus land is to be reserved for distribution to landless persons belonging to Scheduled Castes, Scheduled Tribes (whether residing in the Scheduled area or not) and landless persons belong to such nomadic tribes, 'vimukta Jatis' and backward classes as may be notified by the State Government from time to time. Land so resumed shall be granted to such persons in accordance with the rules made in this behalf which may provide for fixing priorities.
- (d) Rest of the surplus land shall be offered in the following order of priority, that is to say,—
  - (i) a person residing in the village in which the surplus land is situated or within 8 Kms. thereof, who has become landless as a result of his landlord resuming land for personal cultivation under any tenancy law.

- (ii) a person who had leased his land to any industrial undertaking and that land is acquired by and vests in the State Government, provided that such person resides in the taluka in which the surplus land is situated, his income from all sources does not exceed Rs. 4,000 per annum and that he has not been granted any land in consideration of the land acquired.
- (iii) serving members of the armed forces and ex-servicemen and dependents of armed personnel killed in action.
- (iv) landless persons.

NOTE.—(1) If there are persons having the same order of priority, then the person residing within 8 Kms. of the outer limit of the village in which the surplus land for distribution is situated shall be preferred.

- (2) Where the surplus land was previously held by a joint farming society, it is to be offered first to the person whom the society undertakes to take as its member and such person becomes the member of the society.
- (3) As far as possible the total land held by a person after the grant should not exceed 1 hectare of land with assured irrigation for two crops;  $1\frac{1}{2}$  hectares of land with assured water for one crop; 2 hectares of land seasonally irrigated by flow irrigation from Govt. sources or any other national sources of water with unassured water supply, and dry land in specified districts, which was under paddy for the preceding 3 successive years; and 3 hectares of other dry land.

#### 11. Orissa

70% of the surplus land shall be settled with persons belonging to Scheduled Castes and Scheduled Tribes in proportion to their respective population in the villages in which the lands are situated.

For the remaining 30% and what remains unsettled out of the 70% set apart for Scheduled Castes/Tribes, the priority is as follows:—

- (a) Co-operative farming societies formed by landless agricultural labourers;
- (b) Any landless agricultural labourers of the village in which the land is situated or of any neighbouring village;
- (c) Ex-servicemen of members of the armed forces of the Union belonging to the villages in which the land is situated;
- (d) Raiyats who personally cultivate not more than one standard acre of contiguous land;
- (e) In the absence of persons belonging to any of the foregoing categories, any other persons.

#### 12. Punjab

- (1) Conferment of ownership rights to tenants on surplus land.
- (2) Allotment to tenants, members of Scheduled Castes and Backward Classes and landless agricultural workers, of an area not exceeding two hects. of the first quality land or equivalent area, provided that the total area held or owned by any such allottee after the allotment, shall not exceed two hectares of the first quality land or equivalent area.

#### 13. Rajasthan

Land shall be allotted on priority basis among landless labourers particularly to members of Scheduled Castes/Tribes to such extent and under such terms and conditions as may be prescribed in the rules to be framed under the Act.

#### 14. Tamil Nadu

- (1) A person who has been cultivating land and who is completely dispossessed of the land which is declared surplus.
- (2) Any other person who is completely dispossessed by virtue of provisions of this Act.
- (3) A person whose extent of holding is reduced below 3 standard acres held by him partly as cultivating tenant or partly as owner of wholly as cultivating tenant by virtue of provisions of this Act.
- (4) Landless agricultural labourer belonging to Scheduled Castes/Tribes.
- (5) An Ex-servicemen.
- (6) A landless agricultural other than that referred under item (4).
- (7) A cultivating tenant who is holding land which is less than 3 standard acres in extent.
- (8) A repatriate from Burma or Lanka.
- (9) A co-operative farming society formed by landless agricultural labourers.

In respect of surplus lands, held by sugar factories acquired by the Government, such land could be used for cultivation of sugarcane through a Corporation owned or controlled by the State.

The mode of payment of the value of the land allotted is laid down in the rules framed under the Act.

#### 15. Uttar Pradesh

- (1) In a village where no land is available for community purposes, or land available is less than 15 acres in extent, upto 15 acres shall be allowed for such purposes, in the village.
- (2) The remaining area shall be allowed in the following order of preference:
  - (a) a recognised educational institution for a purpose connected with instruction in agriculture, horticulture or animal husbandry;
  - (b) a landless agricultural labour;
  - (c) a person residing in the circle who became landless on account of his land having been compulsorily acquired under the provisions of any law relating to acquisition of land;
  - (d) a landless person residing in the circle who is retired, released or discharged from the armed forces of the Union;
  - (e) landless political sufferer residing in the circle, who has not been granted political pension;
  - (f) a landless agricultural labourer belonging to Scheduled Castes or Scheduled Tribes;
  - (g) any other landless agricultural labourer residing in the circle;
  - (h) a Bhumidar, Sirdar of an Asami holding less than 1.26 hectares;
  - (i) any other person.

#### 16. West Bengal

Landless persons or person owning less than 1 hectare of land, who are residents of the locality, preference being given to those among such persons who form themselves into a Co-operative Farming Society. No premium shall be charged for such settlement.

However, the State Government may settle such land with other persons where it is considered necessary for purposes concerned connected with agriculture on terms and conditions as the State Government may think fit.

# APPENDIX XXI

(Reference Para 11.28)

## Action taken by the State Governments to secure improved implementation of wages notified under the Minimum Wages Act

Sl. No.	State	Previous revision		Action towards further revision and results	Steps taken to secure effective implementation of the notified minimum wage
		Date	Wages fixed		
1	2	3	4	5	6
1. Andhra Pradesh		Aug., '74	Male: Rs. 2.25 to Rs. 3.00 per day Female: Rs. 2.00 to Rs. 2.25 per day according to zone and occupation.	Wages have been revised as Rs. 3 to Rs. 5 per day according to Zones w.e.f. 2nd December, 1975.	Apart from officers of the Labour Department, Village Development officers and Block Development officers have been notified as Inspectors to secure effective implementation of notified minimum wages of agricultural labourers. The State Govt. has proposed to appoint village Tehsildars also as Inspectors for the purpose.
2. Assam		Oct., '74	Rs. 5.00 to Rs. 6.00 per day or Rs. 4.50 to Rs. 5.50 per day with one meal according to occupation.	—	Proposal for appointment of adequate number of inspectors for strengthening enforcement machinery for rural sector is under consideration.
3. Bihar		Dec., '74	Wages have been fixed in kind. Cash value of such wages amounts to Rs. 4 to 5 per day plus Nashta.	Wages have been revised in July, '75. The revised wages have been fixed in kind and the cash equivalent has been computed as Rs. 4.50 to 5.00 per day plus Nashta (in all districts except East & West Champaran Distt.) according to areas.	A separate directorate of Agricultural Labour has been created in the Labour Deptt. The services of Circle Officers and Circle Inspectors of the Revenue Deptt. and Distt. Welfare Officers and Welfare Inspectors of the Welfare Department are also being utilised.
4. Gujarat		Aug., '74	Rs. 3.00 per day	Proposals for revising the minimum wages to Rs. 5.50 per day have been notified on 15-9-75.	
5. Haryana		Sept., '73	Rs. 4.50 per day with meals or Rs. 6. per day without meals.	Rs. 5.50 per day with meals or Rs. 7.00 per day without meals w.e.f. 31-12-75.	Labour Deptt. inspection machinery has been geared up. Patwaris and Field Kanungos of the Revenue Deptt. have been declared as Inspectors under the Minimum Wages Act. It is proposed to declare B.D.Os., Panchayat Officers, S.E.P.Os., Inspectors and Sub-Inspectors of Co-operative Societies and of the Agricultural Department & District Welfare Officers also as Inspectors under the Act. All Labour-cum-Conciliation officers have been appointed as Authority under Sec. 20 of the Act, Naib Tehsildars and Tehsildars have also been declared Authority under the Act.

1	2	3	4	5	6
6. Himachal Pradesh	1972	Rs. 3.75 per day.	Wages have been revised to Rs. 4.25 p. d. with effect from 15-7-75. Minimum wages would be reviewed within two years.	Effective implementation is being ensured by the Labour Department.	
7. Jammu & Kashmir	Minimum Wages Act has not been implemented in the absence of collection of relevant data.			the necessary machinery for	
8. Karnataka	Oct., '73	Rs. 2.50 to Rs. 4.30 per day according to type of land and class of work.	Wages revised with effect from 2-10-75 to Rs. 3.65 to Rs. 5.60 per day according to class of operation and type of land.	Govt. is examining the question of notifying Revenue Inspectors of the Revenue Deptt. as Inspectors for enforcement and implementation of the Act in Agriculture.	
9. Kerala	Jul., '73	Rs. 3.00 per day for females and Rs. 4.50 per day for males.	Wages revised with effect from 15-9-75 to Rs. 6.50 per day for light work & Rs. 8.00 per day for hard work.	Steps have been taken to gear up the enforcement machinery.	
10. Madhya Pradesh	Feb., '74	Rs. 1.60 to Rs. 2.20 per day according to zones (for males).	Wages revised to Rs. 3.50 to Rs. 4.00 per day according to zones with effect from 2-10-75.	—	
11. Maharashtra	Mar., '74	Rs. 3.00 to Rs. 4.00 per day.	—	A bill is being brought up in the Legislature to amend Section 20 of the Minimum Wages Act, 1948 to invest powers to settle claims with BDO's Naib Tehsildars etc.	
12. Manipur	There are no agricultural workers in the State in an organised form. Therefore, minimum rates of wages for agricultural workers have not been fixed under the Minimum Wages Act.				
13. Meghalaya	NA	NA	Wages revised to Rs. 4.50 per day with meals or Rs. 5.00 per day without meals with effect from 2-9-1975.		
14. Nagaland	No minimum wages have been fixed under the Minimum Wages Act, 1948. The Govt. have set up a Minimum Wages Committee to enquire into and make recommendations on fixation of minimum wages.				
15. Orissa	April, '74	Rs. 3.00 per day.	Revised as Rs. 4.00 per day w.e.f. 1-1-1976.	Inspection under the Minimum Wages Act have been intensified and steps taken to promote greater awareness of the rights and obligations under the Act.	
16. Punjab	Aug., '72	Rs. 4.00 to Rs. 6.00 per day with meals or Rs. 5.50 to Rs. 7.50 per day without meals.	Wages revised to Rs. 4.65 to Rs. 5.65 per day with meals or Rs. 6.70 to Rs. 7.70 per day without meals, on 11-7-75.	The Labour Department is doing its best to enforce the notified minimum wages effectively.	
17. Rajasthan	Jan., '75	Rs. 4.25 to Rs. 5.00 according to areas.	—	An Ordinance to amend Section 15 of the Act and Section 20 of the Act to empower the Vikas Adhikaris to decide claims under these two Acts, is proposed to be issued.	
18. Tamil Nadu	Nov., '73	Rs. 3.00 per day (Male) Rs. 1.75 per day (Female).	A Committee set up in Sept. '75 to advise the State Govt. in the matter of revision of minimum wages in Agriculture has since submitted its report.	—	
19. Tripura	1961	Rs. 2.00 per day (plus existing pre-requisites).	Wages revised at Rs. 4.00 per day on 15-8-75.		
20. Uttar Pradesh	1973	Rs. 3.00 to Rs. 4.50 per day according to size of farms.	Proposals for revising the wages to Rs. 4.00 to Rs. 6.00 per day according to zones and type of work have been notified on 29-5-75.	Employers and employees have to be educated about their rights and obligations. For this purpose, the agencies under the information departments should be used. Exhibition of documentary films and broadcasting of features on the subject will be very useful.	

1	2	3	4	5	6								
21. West Bengal	Oct. '74	<i>Adults</i> : Rs. 5.60+0.62 paise per month per point rise in the C. I. Number for Agricultural labourers (Base: 1960-61=100) over and above 233 points. <i>Children</i> : Rs. 4.00+0.45 paise per month per point rise in the C. I. Number for Agricultural Labourers (Base: 1960-61=100) over and above 233 points.	The minimum wages shown in col. 4 have been subsequently revised (by a notification dated 18-4-75) as follows and the revision given retrospective effect from 1-10-74:— <table><tr><td>Basic</td><td>D.A.</td><td>Total per day</td></tr><tr><td>Adult 5.60</td><td>1.03</td><td>6.63</td></tr><tr><td>Child 4.00</td><td>0.74</td><td>4.74</td></tr></table>	Basic	D.A.	Total per day	Adult 5.60	1.03	6.63	Child 4.00	0.74	4.74	All B.D.Os. have been appointed as Inspectors under Minimum Wages Act for implementing the prescribed minimum wages for agricultural labourers. Besides this, 335 posts of Inspectors have been created for effective implementation of the Act.
Basic	D.A.	Total per day											
Adult 5.60	1.03	6.63											
Child 4.00	0.74	4.74											
22. Chandigarh	Oct. '71	Rs. 3.00 to Rs. 3.50 per day.	} Information is awaited.										
23. Dadra & Nagar Haveli	Oct. '72	Rs. 3.00 per day											
24. Delhi	Oct. '73	Rs. 5.00 per day	Proposals for revision of wages to Rs. 6.50 per day have been notified on 18-7-75	It has been decided to entrust implementation of the Act in the agricultural sphere to B.D.Os. in the Department of Development.									
25. Goa, Daman & Diu	—	—	Proposals for fixing minimum wages for the first time from Rs. 4.00 to Rs. 5.00 per day according to class of work have been notified on 21-8-75.										
26. Pondicherry	—	—	Provisions of the Karaikal Agr. Labourers Fair Wages Act, 1970 which specifies minimum rates of wages, are being extended to all the regions of the Territory.	—									
27. Andaman & Nicobar Islands	—	—	Minimum wages have not been fixed as yet.	Preliminary statistical information about number of workers etc. is being collected.									



## APPENDIX XXII

(Reference Para 11.58)

**Note recorded by Dr. B. D. Sharma, Joint Secretary, Ministry of Home Affairs on his visit to certain tribal colonies in Tripura on 25th and 26th of September, 1975**

I visited 3 colonies set up at various points of time known as Gurupada colony, Ratachera forest settlement and Lalchera colony. The effort in all these 3 colonies is commendable and one feels happy to see the fruits of state effort in satisfactory resettlement of the Jhumia families and landless tribals. A visit of these colonies enables one to revise his general impression of stereo-typed colonization schemes which have, more often than not, failed in the rest of the country involving heavy investments on non-essentials like costly housing and social services.

### *The basic approach*

2. A welcome change in the approach in Tripura is concentration on the economic aspects so that the tribal communities strike roots in the new habitations. Housing has been accorded a very low priority and at the most a grant of Rs. 200 has been given for transport of building material from the nearby forest. The tribals, therefore, have settled in their traditional houses, slightly improved, and are in a position to maintain them. Some of them have gradually improved on them in the past some years. Another important feature of these colonies is that the pattern of settlement continues to be traditional. The tribals preferred to live on their homesteads near the fields. Therefore, even though a large number of families have been settled, at no point does not find more than half a dozen huts within a view of one another and the colonies are really extensive scattered habitations. In fact the word 'colony' itself appears to be a misnomer since it carries a completely different connotation. These colonies could better be named as 'Vikas Gram'.

3. One of the important requirement for settlement is drinking water. This aspect has been imaginatively tackled by the Administration. At a number of places small rivulets have been bunded which give adequate water storage and may also provide some fishing ground to the tribals. The tribals have settled within easy distance of these water sources and as one official put it 'a tribal may come or go but the community has come to stay near these water points'.

### *Experience of reclamation*

4. The settlement programme has concentrated around agriculture. In those cases where paddy lands have been made available the settlers are the happiest. In other cases the settlers have been helped to bring the land under plough through mechanical or manual reclamation. While the comparative success under 2 forms of reclamation has not been specifically studied it was felt that the manual reclamation has resulted in more intensive utilization of land resources. The tribal who reclaims his own land over a period of time gets emotionally attached and firmly settled in that land. Manual reclamation has proved to be more successful in lands with thin soil since mechanical reclamation disturbs the top soil. Even though manual reclamation may be slightly costlier it would be preferable since the activity can be spread over a long period and a much wider area and the only constraint in such an effort would be organisational and perhaps to some extent financial. It is only in the exceptional circumstances where manual reclamation is impossible that the recourse to mechanical reclamation should be made.

### *Horticulture*

5. Horticulture as a subsidiary occupation is also an interesting innovation of this colonisation effort. While the final picture about the pattern of development of horticulture plots is yet to emerge different ideas are being tried out. In one colony a 100 acre plot is being developed which will be handed over to the community in due course. In another colony the individuals are being assigned horticultural plots measuring about 1.25 acres. It appears that the best course would be to distinguish between ownership and usufruct of a specified plot the ownership should be corporate. The individual should be assigned the individual plot from the very beginning so that a special relationship develops and he tends the plot with personal care. A corporate body should be created in which nominal ownership should vest and which should service the individual in attending to special problems like prevention of diseases, technical advice in their up-keep and marketing to ensure that benefit of the produce accrue to the individual. Collective ownership and management will not be suitable since in that case the individual tribal will not tend to be a passive observer while the professional management will assume the effective ownership of the new asset. It would also be preferable that instead one big plot a group of individuals, say 4 or 5, could be given plots nearby in smaller lots. However, no rigid pattern need be adopted and experience should be the best guide for each specific case.

### *Who is a shifting cultivator?*

6. The term 'shifting cultivator' appears to cover a wide varieties of individual tribals in Tripura. Therefore, when we plan for Jhumia resettlement it will be necessary that the group which we propose to tackle is clearly specified. On the one extreme are the primitive tribal communities like Riangs who are still at pre-agricultural level of technology and do not know the art of cultivation. On the other extreme is the general practice of shifting cultivation even amongst the advanced agricultural communities which resort to it to supplement their other agricultural income. Between these two extremes are different tribal groups practising shifting cultivation to varying degrees. In some cases the tribal may have lost his land and may have reverted to shifting cultivation or may be resorting to it as a supplementation to casual labour earning on other's lands. The problem of these two groups is qualitatively different. In fact recent studies amongst the Juangs in Keonjhar district of Orissa show that the progression from pure shifting cultivation to settled cultivation is through more than one distinct stages. Shifting cultivation is a way of life and is adaptation of the local community life to a completely self-contained economic system. Thus a shifting cultivator group depends on its plot for the cereal requirement. Oil seeds, vegetables and pulses and even for its fibres including cotton. The group does not depend on any outside goods except perhaps salt or cloth. Compared to this stage of generalised production of total requirement, the advanced cultivation is a highly specialised affair where he may grow paddy on one field and may depend over his pulses or other agricultural produce on barter with other individuals who may grow it in his own field. An intermediate stage between the generalised agriculture in shifting cultivation and specialised agricultural in settled cultivation can be where an individual may do settled cultivation for his cereal requirements like rice yet may resort to shifting cultivation for meeting his requirement of oil seeds and other miscellaneous items. In fact, in this stage he may resort to cultivation in each field only one season for getting his household requirements which may be less destructive a practice as compared to continued intensive shifting cultivation in other cases.

7. If this distinction about shifting cultivation is clear, then certain policy issues will need to be spelt out for a long term settlement programme of shifting cultivators in Tripura. Given certain facilities for settled cultivation, the group which is more advanced and has already acquired the technique of cultivation would be in the best position to take advantage of the new opportunity. The real 'shifting cultivator' will find it difficult to master the new technique and, therefore, will be reluctant to take advantage of this opportunity. It will need to be decided as to what priority is to be accorded in the settlement programme for different groups. Unless this is clearly specified, the executing agency will be prone to take the easiest course in a target oriented programme and settle the landless labour type shifting cultivators rather than attempt the most difficult task of settling the pre-agricultural shifting cultivators.

8. There is yet another aspect which will need to be borne in mind. There are 20,000 shifting cultivators of different variety in Tripura. The present practice of shifting cultivation adopted by different groups may be involving different levels of destructiveness so far as the top soil is concerned. In some areas where the rotation of shifting cultivation may be long it will not matter much from the point of view of soil conservation if the group were weaned away immediately or is taken up say after 5 years. In those cases where the intensity of shifting cultivation is extremely high a delay of a couple of years in the resettlement programme may result in irreparable loss to the valuable soil. In this approach high priority will need to be given to marginal shifting cultivators whose practices are highly destructive to the soil. It may clearly be stated that this approach and the approach described in the previous paragraph are somewhat contradictory and a balance will need to be adopted after careful consideration of all elements. This also points in the direction of preparing a master plan for settlement of shifting cultivators in Tripura.

#### *Land Unit*

9. It is quite obvious that in any programme of resettlement of shifting cultivators there are 2 important constraints viz. cultivable land and financial resources. While land is an absolute constraint there is some flexibility in relation to the financial constraint. In fact 2 different strategies may have completely different financial implications and, therefore, to that extent it is amenable to considerable manipulation. However, the constraint of available land is a real one and there should be a clear policy in this regard keeping in view the long term settlement problem of the Jhumias. At present in Tripura each Jhumia family is given 6 acres of land including a homestead plot. In Orissa with much larger land resources under a similar scheme 2 acres of land only is given. It is doubtful whether Tripura can manage to have a large resettlement programme with this norm. This norm, therefore, will need to be immediately reviewed.

10. It appears that under the scheme of revitalisation of existing colonies provision is being made for supplementing the income of settlers through horticulture and animal husbandry programmes. If the families which have already been given the benefit of 6 acres of land are given supplementation of income through horticulture, this will in effect mean giving command over 2 more acres of land taking the total to about 8 acres. The number of families awaiting resettlement is almost unlimited and therefore, the limited resources have to go the longest way under different programmes. Therefore, successive doze of special treatment to the families already settled may be avoided. These families, however, should get the benefit of general developmental programmes for small or marginal cultivators.

#### *Landless labour type Jhumias*

11. The supplemental programme of animal husbandry is really aimed to help landless and marginal farmers. We have already noted that many of the Jhumias really would come under the category of landless labourers who are resorting to it as a part of the general cultural practice in the area. The resettlement programme of these landless labour type Jhumia groups, therefore, could be centred round a viable programme of animal husbandry etc. with a reasonable homestead of an acre or so. Since this group of agricultural labourers is advanced and is not unaware of the more advanced process, it can visualise the advantage of the new effort and can be expected to reconcile to a new method of living with animal husbandry or horticulture as the centre of its economic life. The more primitive and backward groups like Riangs may be given a special treatment since their economy is at the lowest level and it will be most difficult to convince them to a new way of life unless they are given substantial benefit to compensate for their earlier way of life.

#### *Diversification of skills*

12. Another area, which does not appear to have been explored so far in these comprehensive rehabilitation programmes of the tribal communities, is the demand for other professional skills which is likely to arise in the new centres of economic activity in these large colonies. In normal course, growth centres generally become concentrations of migrant population. Any imaginative programme to diversify the economy of the tribal groups by inducing them to take small professions like that of grocery shops, tea shops etc. should be explored so that the new centres really represent a diversified tribal economy rather than an exploitative external group. Suitable programmes could be formulated for these provisions.

#### *Rationalisation of assistance patterns*

13. At present the schemes of settlement of shifting cultivators are being operated by Tribal Welfare Department, Agriculture Department and the Forest Department. A new scheme is also being introduced under the North Eastern Council. Each of these schemes have different scope; but happily they are being coordinated by the Tribal Commissioner. Each Department is trying to learn from the experience of others and this is one of the strong points of the new experimentation. However, besides the general coordination which is being effected now, it will be necessary that a clear common policy is adopted by all agencies operating in the field. As already stated resources are a real constraint so far as resettlement programme of Jhumias in Tripura is concerned. It will, therefore, be necessary that programme under any department is extremely modest covering the essential elements needed for resettlement. It is our general experience that any Government programme tends to be extremely costly and, therefore, its coverage becomes very small. A schematic programme provides for the worst contingencies and generally represents a ceiling. But in actual practice, the ceiling becomes the floor and something extra is demanded for more difficult conditions. It has to be appreciated that on the one extreme there are encroachments on forest lands by the tribals and the non-tribals and on the other extreme not only there are schemes for giving land but also there is substantial financial assistance. The fact of encroachment shows that there are certain groups which can take care of themselves if the State just allows them to cultivate the land which they want. It may be that some of these are undeserving cases but experience shows that a large number of these encroachers would qualify even for a resettlement grant. Therefore, a graded system of assistance will need to be introduced keeping in view the nature of the land available, the preparedness of the tribal community to take to settled cultivation and their level of socio-economic development. Thus a most difficult terrain requiring large investments for reclamation should qualify for larger assistance. A plain paddy land for which there is already considerable demand may not get any assistance except for loan finance etc. for purchase of bullocks and supply of inputs. Similarly the Riangs who are at pre-agricultural level of technology could be given higher incentive for settled cultivation and the agricultural landless labour who have already mastered the technique of settled cultivation, but would

require only land and benefit of extension could be given assistance at a lower scale. This selective approach addressed to different types of land, different programmes and different groups of people will help in extending the benefits of limited resources to a large enough population in a short period. Thus the scale of assistance, say, under forestry based resettlement programme will have to be different than scale of assistance under agricultural based programmes. These differentiations are no doubt difficult to work out but a rational system can be evolved giving necessary description to the local authority for variation in suitable cases.

#### *Demonstration effect in the neighbourhood*

An important feature of the 2 colonies viz., Gurupada colony and Lalchera colony was the demand of the people for settlement of more of their kith and kin who still continue to do shifting cultivation. This was their highest priority though some other demands like establishment of a school or training centre etc. were also made. The traditional social bonds still continue and the less fortunate brethren, dependent on shifting cultivation, come to them during the periods of distress. This clearly shows that those who have settled have some surplus even to help the extended families. This also shows that there is visible demonstration effect and the other shifting cultivators may be mentally prepared for a settlement programme of the type which has already been given to this community. Therefore, in these areas even a marginal effort of a much lower intensity than what was necessary in the original settlement programmes may be quite fruitful. It is not necessary that a full-fledged resettlement programme should be taken up in the vicinity of these colonies also since advantage should be taken of the desire already created amongst the shifting cultivators for settling down. With an assistance of even a modest order, it would be possible to help a larger number of families.

Some of the observations regarding specific colonies are as follows :—

**Gurupada Colony:**—The colony extends over more than 50 sq. kms. and has settled a large number of tribal families. It appears that about 10,000 hectares has been further surveyed with a view to colonisation. This is one of the success stories of colonisation in Tripura and it would be useful to document this effort in concrete terms so that the strong and weak points in a colonisation programme can be clearly brought out. It is not clear as to what category of shifting cultivators have been settled in this whole colony. The two families whom I met were of the landless shifting cultivator variety. An immediate task in this colony would be to have a master plan of the entire colony area clearly indicating the lands already in occupation of earlier cultivators, lands assigned to new settlers and the lands which will be available for further colonisation. A master plan may also indicate the land use pattern for the entire area clearly indicating the inter-spread of horticulture, forestry, settled cultivation of various types and water resources. This will provide a reasonably good projection of what effort in this area will need to be gone in. A brochure containing the facts and basic features of this colony may be brought out urgently which could be supplemented by the master plan. If necessary, an expert organisation could be associated in drawing up the master plan and it should be a joint effort of all the 3 departments viz. Agriculture, Tribal Welfare and Forest. The expenses for drawing up this master plan could be met from the special central assistance. This master plan may be prepared within the next 3 months or so, so that long-term programme could be immediately prepared.

The experience of mechanised and manual reclamation should be better documented in relation to this colony so as to draw upon this experience in further settlement programmes. The diversification of tribal economy, suggested in preceding paragraphs, should be attempted specifically for this colony in view of its extensive area and a reasonably good extension team at work here. I had discussed in detail with the local officers a number of aspects of this effort.

#### *Ratchera Forest Settlement*

This is a unique effort of a Forest Department perhaps anywhere in the country. The Department experimented with rubber plantation some 7 years back and on finding that plantation of rubber can be successful in this area they have launched an interesting experiment where plantation and resettlement of Jhumias is being attempted simultaneously. About 1,000 acres of rubber plantation is being planned. Fifty Jhumia families have been settled at 3 or 4 places. The Jhumia families have been given 1.25 acres of plantation with plans requiring different gestation period. The family will have right to usufruct but not right on the land. The family will also be provided labour in the plantation work. The phasing of plantation is planned over the next 10 years keeping in view the availability of resources. The entire scheme is financed by the Forest Department. So far as labour requirement of rubber plantation is concerned, the labour of the 50 Jhumia families have to be supplemented by labour from outside the reserve forest area from both the tribal and non-tribal communities. It is hoped that the plantation will provide a full-time employment to 250 families and the Department will continue to draw upon the labour from the surrounding area over a long period.

The effort of the Forest Department is excellent and deserves to be emulated in other areas. However, there are certain points which I discussed with the Conservator of Forest which will help in giving it a better integrated approach to the development of the forest as well as of the tribal communities. It is estimated that a rubber plantation of the size which is contemplated here will be able to provide employment to about 250 families (i.e., one male on a full-time basis and one female on a part-time basis in each family). In the context of this labour potential it is for consideration whether a larger resettlement programme than of the 50 families postulated in the scheme cannot be taken up. It was explained by the Conservator of the Forests that more land is not available to accommodate a larger shifting cultivating group. It was, however, admitted that there are a large number of shifting cultivation families around this plantation. In fact some of the shifting cultivation fields on the surrounding hill tops were clearly visible from the central point in the colony and were within the walking distance. If no further land is available within the colony, will it not be possible to induce the shifting cultivators in the periphery of this rubber plantation to accept some sort of horticultural programmes in the place where they are at present residing ?

This may provide partial employment while this group could be given an assured employment in the rubber plantation. The final phasing of the total programme should be so made that the rubber plantation becomes the centre of economic activity of about 250 shifting cultivation families.

It is not necessary that all the shifting cultivator families reside within the reserved forest area as has already been done for the 50 colonisers. They could continue to be in the periphery where they could be assisted in supplemental economic activities like animal husbandry, horticulture etc. It could be a joint effort of the Forest Department and the Tribal Welfare Department. They could also be helped in developing small homestead plots wherever possible. They could be provided necessary social services also. It is this integrated approach which will help in spreading total impact of developmental activity by various departments through mutual coordination and cooperation. It will be useful if a master plan for this colony is also prepared as has been suggested for the Gurupada Colony so that the experience could be shared by other States as well.

#### *Settlement in North Tripura*

While in the North Tripura district considerable land is available for resettlement its precise extent is not known. It will be useful if a quick reconnaissance survey is made of the possible sites for rehabilitation and a detailed programme is prepared. It appears that suitable land for settlement of about 500 families has been identified and a rehabilitation programme can be taken up in the current year itself. The State Government may go ahead with this programme for which additional assistance would be made available by the Government of India in the current financial year.

**APPENDIX XXIII**  
(Reference para 12.32)

**Work done by the Development Corporations for Scheduled Tribes**

(a) *The Girijan Cooperative Corporation Limited, Visakhapatnam*

Information regarding the financial achievements of the Girijan Cooperative Corporation Limited, Visakhapatnam with regard to minor forest stock, agricultural produce and D.R. Stocks during 1974-75, is given in the following Table:—

	Procured during 1974-75	Stock already available on 1-4-1974	Sold during 1974-75	Stock left on 31-3-1975
1	2	3	4	5
1. Minor Forest Stock . . . .	Rs. 99.15 lakhs	Rs. 47.18 lakhs	Rs. 113.94 lakhs	Rs. 48.68 lakhs
2. Agricultural Produce . . . .	Rs. 28.03 lakhs	Rs. 8.66 lakhs	Rs. 16.66 lakhs	Rs. 19.16 lakhs
3. D.R. Stocks . . . . .	Rs. 450.99 lakhs	Rs. 28.26 lakhs	Rs. 446.79 lakhs	Rs. 32.46 lakhs

The Corporation advanced an amount of Rs. 3.20 lakhs as short term loans to 1,090 tribal cultivators to meet their immediate credit needs and Rs. 2.34 lakhs as medium term loans to 158 tribal cultivators for construction of wells and supply of milch cattle from its own resources during 1974-75. Altogether, the Corporation advanced Rs. 149.88 lakhs to 89,256 tribal cultivators from 1970-71 to October, 1975.

To ensure payment of higher prices to the tribals for the marketed produce and also to generate employment potential for them forest based processing units, namely, Sheekai Grinding Plant at Narsipatnam; Honey Pasteurisation Unit at Narsipatnam; Myro-balan Crushing Unit at S. Kota and Niger Oil Extraction Plant at Paderu were functioning. Bee-keeping Programme was also in implementation in Visakhapatnam District with the assistance received from Khadi and Village Industries Commission. 10 Sub-stations and one model apiary were functioning. 484 Beehive boxes were supplied to tribals on subsidy basis ranging from 50 to 75 per cent, during the financial year 1974-75. The honey collected by the tribals was being procured by the Primary Societies in Visakhapatnam District and processed at Narsipatnam.

Information regarding the financial assistance received from the Government during 1974-75 by way of share capital contribution, grants and subsidies and their utilisation was as follows :—

*Loans and grants received from Government during 1974-75*

*How utilised*

1. Staff subsidy and forest rentals :		
21-6-1974	Rs. 18,66,666	Utilised fully towards Establishment Charges and Forest Rentals.
2. Grant-in-aid towards capital investment on transport and godown in Telengana region :		
16-10-1975	Rs. 4,50,000	Utilised fully for purchase of lorries and one Car.
3. Grant-in-aid towards raising of coffee plantation in agency areas of Visakhapatnam District :		
13-3-1975	Rs. 2,00,000	Rs. 12,000 spent during 1974-75 (Rs. 87,000 spent during 1975-76).
4. Grant towards employer's share of contribution for the pre-discovering period :		
31-3-1975	Rs. 75,000	Rs. 62,344 spent during 1975-76.
5. Grant towards training programme for Accountants and Assistant Managers :		
31-3-1975	Rs. 13,200	Not utilised.
6. Share Capital Contribution :		
31-3-1975	Rs. 5,00,000	Under utilisation.
7. Loans for purchase of lorries :		
31-10-1974	Rs. 40,000	Utilised fully.
Cash-credit limits :		
M.F.P.		Rs. 50,00,000
D.Rs.		Rs. 40,00,000

	O. B. as on 1-4-1974	Drawals (Rupees in lakhs)	Repayments Rs. in lakhs	Balance as on 31-3-1975
M. F. P. . . . .	15.70	130.10	95.52	50.28
D. Rs. . . . .	8.70	238.82	222.74	24.78

(b) *Bihar State Tribal Cooperative Development Corporation Limited, Ranchi*

The Bihar State Tribal Cooperative Development Corporation, which is a registered institution under the Bihar Orissa Co-operative Society Act and having an authorised share capital of Rs. 1 crore, was functioning in the 5 districts of Bihar for the welfare and socio-economic development of the tribals and harijans. All the members of the society were tribals and harijans. During 1973-74, 81 Forest Labourers Cooperative Societies and Forest Coups Cooperative Societies were functioning under the Corporation and their number rose to 121 during 1974-75 with a total share capital of Rs. 38,236.

During 1974-75, the Corporation collected minor forest products in its all the branches in order to save the tribals from economic exploitation. Branchwise details are given under :—

S. No.	Name of Branch	Quantity in qncls.	Expenditure in Rupees	Amount received from sale	Result in Rupees (Profit or Loss)
1	2	2	4	5	6
<b>1. Palamau Branch :—</b>					
(a)	Mahua Seeds . . . .	43—09	9,944—64	9,920—30	(—) 24—34
(b)	Kusum Seeds . . . .	5—97	792—12	929—28	( ) 137—16
(c)	Palas Seeds . . . .	22—14	1,152—86	—	No sale
<b>2. Chaibasa Branch :—</b>					
(a)	Mahua Seeds . . . .	87—98	20,322—98	20,500—00	( ) 177—00
(b)	Kusum Seeds . . . .	482—455	62,686—67	64,006—95	( ) 320—28
(c)	Palas Seeds . . . .	15—88	794—45	—	No sale
<b>3. Ranchi Branch :—</b>					
(a)	Mahua Seeds . . . .	32—45	6,621—64	7,524—37	(—) 902—73
(b)	Kusum Seeds . . . .	684—87	95,328—89	97,782—22	(—) 2,453—53
(c)	Chirounjee . . . .	98—33	2,31,399—76	—	No sale
(d)	Mahua . . . .	276—00	23,814—50	7,176—00	No sale of 202—400 qncls.
(e)	. . . .	5—67	—	—	No sale
<b>4. Dumka Branch :—</b>					
(a)	Kusum Seeds . . . .	0—19	24—67	—	No sale
(b)	Mahua Seeds . . . .	29—25	4,177—47	65,200—00	( ) 22—53
<b>5. Hazaribagh Branch :—</b>					
(a)	Mahua Seeds . . . .	56—48	14,400—20	14,585—66	(—) 185—46
(b)	Kusum Seeds . . . .	11—50	1,847—74	1,554—75	(—) 292—00
(c)	Palas Seeds . . . .	3—40	236—42	—	No sale
(d)	Mahua . . . .	23—24	3,241—97	3,324—77	(—) 82—80

It was proposed to spend an amount of Rs. 50 lakhs for the collection of minor forest production during the year 1975-76. The Corporation had estimated that 10 lakhs tribals would get employment from its schemes.

(C) *The Madhya Pradesh State Tribal Cooperative Development Federation, Bhopal*

The Madhya Pradesh State Tribal Cooperative Development Corporation was established in March, 1960.

It was registered as a Cooperative Society under the Madhya Pradesh Cooperative Societies Act, 1960. The Corporation was set up by the State Government under the Centrally sponsored programme as an Apex Organisation of the primary tribal societies. In Madhya Pradesh the Tribal Welfare Department had organised 842 Multipurpose Cooperative Societies, 259 Forest Labour Cooperative Societies and 8 Agricultural Cooperative Societies (total 1,109). Out of these Cooperative 309 societies (115 Forest Labour Cooperative Societies and 194 Multipurpose Cooperative Societies) were affiliated to the Corporation and of these 1,109 societies 931 societies pooled their funds with the TCDF to work under direct supervision of the corporation. Total members registered under this Federation numbered 1,101.

The Federation was registered with an authorised share capital of Rs. 1 crore. The total financial assistance received from Government (including share capital and loans) upto 1972-73 is Rs. 232.53. The paid up share capital as on 30-6-1974 stands at Rs. 20.43 lakhs. The State Government provided Rs. 94.66 lakhs upto 31-3-1974 as loan and Rs. 141.85 lakhs as Grant-in-aid. For the year 1975-76, the Federation had a proposal to undertake the main business of selling consumer goods of daily requirements to the tribals at weekly markets either through Cooperative Societies or by the Federation itself. During the current year, sites for the 100 such weekly *Hats* were to be selected, and it was proposed to have consumer goods worth Rs. 2,000 to Rs. 5,000 at each *hat* shop/godown.

In a meeting of the Board of Directors of the Madhya Pradesh State Cooperative Development Federation Ltd. held in Bhopal, it was stated that 12 cases of misappropriation of funds had been sent by the Chairman to the Chief Minister for detailed enquiry. Approval was also conveyed that the T.C.D.F. employees working in Bastar District may be given 10% of their basic pay as special pay.

(D) *The Kerala State Development Corporation for Scheduled Castes & Scheduled Tribes Limited, Trichur*

The Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes was functioning for ameliorating the Social and Economic conditions of Scheduled Castes and Scheduled Tribes. As against the authorised share capital of Rs. 2 crores the Government had subscribed an amount of Rs. 12.45 lakhs. In addition an amount of Rs. 40.80 lakhs as loan; and another amount of Rs. 90,000 as grant-in-aid for utilisation under the half a million jobs programme had also been sanctioned by the State Government. The Corporation received Rs. 54.15 lakhs from the Government for implementation of the various activities undertaken by the Corporation.

The Corporation had supplied 100 autorickshaws on hire-purchase at a total cost of Rs. 10.83 lakhs. The Corporation had arranged training in autorickshaw driving for 166 members of Scheduled Castes and Scheduled Tribes and the entire training expenses were met by the Corporation. An amount of Rs. 4,37,850 had been sanctioned as loan for starting Small Business Trade/Industry to 169 persons. An amount of Rs. 45,000 had been given as loan by a nationalised bank to twenty persons sponsored by the Corporation for the purchase of Milch Cows.

Under the scheme of construction of Low Cost Houses, 2,200 houses at a cost of Rs. 5,000 each were to be constructed and given to selected Scheduled Castes and Scheduled Tribes applicants. The Housing and Urban Development Corporation, New Delhi had sanctioned a loan of Rs. 166.60 lakhs for the scheme, and foundation stone for the first house was laid on 26th July, 1975.

(E) *Karnataka Scheduled Castes and Scheduled Tribes Development Corporation Ltd., Bangalore*

The Corporation came into existence on 28th August, 1975 for sanctioning loans to the members of Scheduled Castes and Scheduled Tribes for the establishment or expansion of existing Cottage, Small and Medium scale industries, trade, commerce and business, or any other viable and feasible avocations or for taking up or further development of agriculture, horticulture, sericulture, pisciculture and animal husbandry etc. or for the starting professions like, medicine, engineering and law etc. The rate of interest on the loans sanctioned by the Corporation ranged from 4% to 10%. During 1975-76, an allocation of Rs. 50 lakhs had been made by the State Government for the Corporation. They were in the stage of finalising the various schemes for the economic development of Scheduled Castes and Scheduled Tribes. It is understood that these schemes had not brought tangible results and perhaps Corporation might advance loans to the Scheduled Caste persons out of the money given to them by the State Government. It was, therefore, mentioned that it would be wrong to raise hopes and aspirations of Scheduled Caste and Scheduled Tribe persons because with the meagre amount of Rs. 501 lakhs it would not be possible for the Corporation to do much in the field of economic development for these communities.

# APPENDIX XXIV

(Reference para 13.4)

Statement showing progress achieved in the allotment of house-sites to landless workers in Rural Areas including S.C. & S.T. upto 30-11-1975

S. No.	Name of State/ Union Territory	Total No. of house-sites allotted i/c undeveloped sites	No. of Sch. Castes & Sch. Tribes allotted house-sites			No. of Sch. Castes & Sch. Tribes given possession of house-sites allotted		
			Sch. Castes	Sch. Tribes	Total	Sch. Castes	Sch. Tribes	Total
1	2	3	4	5	6	7	8	9
1.	Assam	8,625	1,928	1,057	2,985	1,928	1,057	2,985
2.	Andhra Pradesh	2,98,316	1,80,000	1,20,000	3,00,000	N.A.	N.A.	N.A.
3.	Bihar	7,06,142	N.A.	N.A.	7,00,000	N.A.	N.A.	7,00,000
4.	Gujarat	2,39,772	63,872	64,699	1,28,571	Information not available.		
5.	Haryana	1,38,000	96,153	No ST	96,153	N.A.	No ST	N.A.
6.	Himachal Pradesh	4,030	1,533	388	1,921***	Information not available.		
7.	Karnataka	5,00,000	N.A.	N.A.	1,70,000	—do—		1,70,000
8.	Kerala	30,363*	N.A.	N.A.	11,911	—do—		11,911
9.	Madhya Pradesh	8,51,718**	1,51,501	2,41,788	3,93,289	1,41,224	2,37,485	3,78,709
10.	Maharashtra†	2,54,000	54,634	64,039	1,18,673	Information not available.		
11.	Orissa	1,045	4,656	9,000	13,656	—do—		
12.	Punjab	2,81,418	2,15,119	No ST	2,15,119	2,13,203	N.A.	2,13,203
13.	Rajasthan	5,91,000	3,17,000	1,39,000	4,56,000	Information not available		
14.	Tamil Nadu	5,36,242††	14,671	N.A.	14,671	14,671	N.A.	14,671
15.	Uttar Pradesh	11,05,564	N.A.	N.A.	10,42,161	N.A.	N.A.	10,25,161
16.	West Bengal	2,73,712£	1,14,658	33,858	1,48,516	1,14,658	33,858	1,48,516
<i>Union Territories</i>								
1.	Andaman and Nicobar Islands	N.A.	No SC	22	22	N.A.	22	22
2.	Chandigarh	N.A.	4	No ST	4	Information not available.		
3.	Dadra and Nagar Haveli	592	36	556	592	36	556	592
4.	Delhi		2,091	No ST	2,091	Information not available.		No ST
5.	Goa, Daman & Diu		102	N.A.	102	102	N.A.	102
6.	Pondicherry	112	76	No ST	76	76	No ST	76
		58,20,651	12,18,034	6,74,407	38,16,513	4,85,898	2,72,978	27,35,950

\*In Kerala house-sites with huts/houses built thereon are allotted.

\*\*In respect of 40 districts in Madhya Pradesh State.

\*\*\*Information from two districts remains to be collected.

†Including nomadic tribes.

††Upto 16-12-1975 under the Central and State Sectors.

£Upto 31-12-1975.

# APPENDIX XXV

(Reference para 14.1)

Statement showing the progress regarding the establishment of primary health centres and sub centres as on 31-3-1975

State Government	No. of PHCs functioning	PHC with one doctor	PHC with-out doctor	PHC yet to be opened	Sub Centres functioning
(1)	(2)	(3)	(4)	(5)	(6)
1. Andhra Pradesh*	415	3	—	5	3014
2. Assam*	112	81	—	31	339
3. Bihar	587	170	7	—	3522
4. Gujarat	251	62	—	—	1786
5. Haryana	89	22	—	5	743
6. Himachal Pradesh@	75	54	9	3	321
7. Jammu & Kashmir**	77££	13	—	—	273
8. Kerala**	163	—	—	—	1761
9. Karnataka	266	74	5	—	1972
10. Madhya Pradesh	457	55	14	5	2724
11. Maharashtra	391	28	—	—	2779
12. Manipur**	16	11	—	3	47
13. Meghalaya**	11	8	2	13	40
14. Nagaland	11	11	—	10	41
15. Orissa@	313	266	—	1	1665
16. Punjab	127	23	1	—	856
17. Rajasthan	232	144	—	—	1582
18. Tamil Nadu	381	7	—	—	2880
19. Tripura	26	6	—	—	44
20. Uttar Pradesh£	871	844	1	4	5681
21. West Bengal\$	296	208	—	39	1322
22. Andaman & Nicobar Islands	3	3	—	2	3
23. Arunachal Pradesh†	79	76	1	—	—
24. Chandigarh	1	1	—	—	3
25. Dadra & Nagar Haveli	2	2	—	—	10
26. Delhi	5	—	—	1	44
27. Goa	15	—	—	—	61
28. Lakshadweep	7	5	—	—	1
29. Mizoram	3	2	1	7	9
30. Pondicherry	11	—	—	—	33
TOTAL	5293	2179	41	129	33616

\*\*Information pertains to the quarter ending 31-12-1974.

££This excludes information in respect of Ladakh District.

\$Information pertains to the quarter ending 30-6-1974.

†Health Units are functioning instead of PHCs.

@Information pertains to the quarter ending 31-3-1974.

\*Information pertaining to the quarter ending 31-12-1973.

£Information pertains to the quarter ending 30-6-1973.

Source : Ministry of Health and Family Planning.



# APPENDIX XXVI

(Reference para 14.13)

Statement showing districts with villages in the problem category of the country regarding drinking water supply

S. No.	Name of the State/ Union Territory	Name of the Districts
1	2	3
1.	Andhra Pradesh	Srikakulam, Vishakapatnam, East Godavari, Guntur, Nellore, Cuddapah, Kurnool, Ananthapur, Hyderabad, Warangal, Mahabubnagar, Nizamabad, Nalgonda, Khammam, Medak and Adilabad.
2.	Assam	Darrang, Kamrup, Cachar, North Cachar, Goalpara, Lakhimpur, Nowgong.
3.	Bihar	Districts of Patna, Gaya, Sahabad, Ranchi, Hazaribagh, Balamau, Singhbhum, Dhanbad, Bhagalpur, Monghyr (South of River Ganga) and Santhal Paraganas, Districts of North Bihar (Health hazardous).
4.	Gujarat	Broach, Surat, Banaskantha, Panchmahals, Rajkot, Surendranagar, Junagarh, Jamnagar, Kutch.
5.	Haryana	Hissar, Rohtak, Gurgaon, Karnal, Ambala, Jind, Mohindergarh.
6.	Himachal Pradesh	(All districts)
7.	Jammu & Kashmir	(All districts, more acute in Kandi area of Jammu).
8.	Karnataka	Mysore, Hassan, Shimoga, Dharwar, Gulberga, Bidar, Pockets in some other districts.
9.	Kerala	Quilon, Alleppey, Palghat, Kozhikode, Cannanore.
10.	Madhya Pradesh	Almost all districts, particularly Jhabua, Raigarh, Bastar, Khargone, Balaghat, Shahdol, Bilaspur, Panna, Jabalpur, Mandla, Vidisha, Mandasor, Raipur, Chatterpur and Durg.
11.	Maharashtra	Full report not yet available.
12.	Manipur	Most of the districts.
13.	Meghalaya	Most of the villages in all three districts.
14.	Nagaland	All districts.
15.	Orissa	Full report not yet available.
16.	Punjab	Hoshiarpur, Rupar, Gurdaspur, Ferozepur, Bhatinda.
17.	Rajasthan	Bikaner, Churu, Nagour, Barmer, Jaisalmer, Ganganagar, Jhunjhunu, Sikar, Jaipur, Tonk, Sawaimadhopur, Alwar, Bharatpur, Pali, Jodhpur and Jalore.
18.	Tamil Nadu	Chingleput, North Arcot, Thiruchurupalli, Coimbatore, Ramand, Madurai, Salem, Tirunelveli, Kanyakumari, Ramnathapuram.
19.	Tripura	Most of the districts.
20.	Uttar Pradesh	Nainital, Almora, Allahabad, Mirzapur, Varanasi, Dehradun, Pauri, Tehri, Jhansi, Banda, Saharanpur, Jaloun, Agra, Hamirpur, Mathura, Uttar Kashi, Chamoli, Pithoragarh.
21.	West Bengal	Jalpaiguri, Midnapur, Darjeeling, Bankura, Birbhum, Malda, Burdwan, 24 Parganas and Purulia.

## Union Territories

- |    |                           |                |
|----|---------------------------|----------------|
| 1. | Andaman & Nicobar Islands | Many villages. |
| 2. | Arunachal Pradesh         | All districts. |
| 3. | Delhi                     | Some villages. |
| 4. | Goa, Daman & Diu          | Some villages. |
| 5. | Mizoram                   | All districts. |
| 6. | Pondicherry               | Some villages. |

# APPENDIX XXVII

(Reference para 14.16)

Statement showing approved outlays and likely expenditure on water supply and sanitation scheme, 1974-75

(Rupees in lakhs)

S. No.	Name of the State/ Union Territory	Approved outlays			Likely Expenditure		
		Total	MNP	Others	Total	MNP	Others
1	2	3	4	5	6	7	8
1.	Andhra Pradesh . . . . .	600	200	400	846	200	646
2.	Assam . . . . .	220	190	30	250	200	50
3.	Bihar . . . . .	300(R)	145	155	280	145	135
4.	Gujarat . . . . .	500	250	250	726	324	402
5.	Haryana . . . . .	390	150	240	238	93	145
6.	Himachal Pradesh . . . . .	155	110	45	155	114	41
7.	Jammu & Kashmir . . . . .	228	150	78	268	140	126
8.	Karnataka . . . . .	800	200	600	850	250	600
9.	Kerala . . . . .	552	100	462	650	125	525
10.	Madhya Pradesh . . . . .	550	350	200	926	556	370
11.	Maharashtra . . . . .	2255	350	1905	1896	740	1156
12.	Manipur . . . . .	70	35	35	64	43	21
13.	Meghalaya . . . . .	105	65	40	105	65	40
14.	Nagaland . . . . .	100	60	40	100	60	40
15.	Orissa . . . . .	225	125	100	204	125	79
16.	Punjab . . . . .	500	350	150	300	300	Nil
17.	Rajasthan . . . . .	900	650	250	860	610	250
18.	Tamil Nadu . . . . .	800	150	650	2196	660	1530
19.	Tripura . . . . .	40	30	10	10	Nil	10
20.	Uttar Pradesh . . . . .	1000	450	550	1090	690	400
21.	West Bengal . . . . .	356	250	106	297	213	84
TOTAL		10646	4360	6286	12305	5653	6652
<i>Union Territories</i>							
1.	Andaman & Nicobar Islands . . . . .	8.50	6.00	2.50	23.94	23.44	0.50
2.	Arunachal Pradesh . . . . .	27.00	20.40	6.60@	27.00	20.40	6.60@
3.	Chandigarh . . . . .	0.04	Nil	0.04	0.04	Nil	0.04
4.	Dadra & Nagar Haveli . . . . .	3.50	3.50	Nil	0.50	2.50	Nil
5.	Delhi . . . . .	923.00	30.00	893.00 (R)	940.00	50.00	890.00
6.	Goa, Daman & Diu . . . . .	100.00	10.00	90.00	94.02	9.34	84.68
7.	Lakshadweep . . . . .	5.00	5.00	Nil	5.00	5.00	Nil
8.	Mizoram . . . . .	60.00	40.00	20.00	60.00	47.80	12.20
9.	Pondicherry . . . . .	55.00	10.00	45.00	39.09	6.00	33.09
TOTAL		1182.04	124.90	1057.14	1191.59	164.48	1027.11
GRAND TOTAL		11826.04	4484.90	7343.14	13496.59	5817.48	7679.11

Source : Planning Commission.

@ = For special Investigation-cum-Planning Division.

(R) = Revised.

## APPENDIX XXVIII

(Reference para 16.6)

### Statement showing the details of selected cases relating to issue of false caste certificates

In the last Report it was mentioned that a person professing Islam got a Scheduled Caste certificate from the district authorities concerned in Uttar Pradesh and secured employment as Laboratory Attendant in the Delhi Milk Scheme, Delhi. Obviously the Scheduled Caste certificate issued to the person concerned was wrong and a reference was made to the district authorities and D.M.S., Delhi. The district authorities informed that the person concerned being a Muslim could not be treated as Scheduled Caste and as such the Certificate issued to him by the Tehsildar concerned was obviously wrong. It was also suggested therein that the certificate in question should be forfeited and returned to them for cancellation. As regards the action to be taken against the officer at fault, it was informed that the Tahsildar who issued the certificate was not posted in the district. The lower official on whose report the certificate was issued by the Tahsildar had since retired and the connected papers were also not forthcoming, with the result that the responsibility could not be fixed. Based on the reply received from State authorities the matter was further taken up with the Delhi Milk Scheme and the action taken by them is still awaited.

2. A complaint was received from All India Scheduled Castes and Scheduled Tribes Employees Welfare Association, Dehra Dun alleging that two persons belonging to Non-Scheduled Castes got employment in the collectorate of Inspection (Instruments), Ministry of Defence, Dehra Dun, on the basis of false certificates showing them to belong to 'Rawat' community, which stands included in the list of Scheduled Castes in Uttar Pradesh. The matter was taken up with the district authorities and the office in which the two persons were employed. The District Collector, Garhwal informed that both the persons belonged to 'Rajput' community which is not recognised as a Scheduled Caste in Uttar Pradesh. They had obtained false certificates from District Collector, Dehra Dun although they originally belonged to District Garhwal.

The reply received from Collector, Garhwal was brought to the notice of the employer and it was suggested that necessary action against these persons should be initiated. But after a prolonged correspondence, reply was received stating that the fact that the two affected individuals had secured the certificates fraudulently is inconsistent and would not stand the legal test. It has been made clear to the authorities concerned that these two persons had fraudulently arranged to get the Scheduled Caste certificates from the District Magistrate, Dehra Dun whereas they originally belonged to the District Garhwal. The matter is being followed up by this Organisation.

3. The office of the Accountant General, Karnataka, Bangalore referred a case to this Office stating that a person belonging to Vadda community was appointed in their office in the past. The certificate of his belonging to Vadda community which is not recognised as Scheduled Caste in the State of Karnataka was issued to him by a Special Ist Class Magistrate, Kolar Gold Fields. The Accountant General's office had sought a clarification whether Vadda community had since been included in the list of Scheduled Castes in the State of Karnataka, and if so, the date from which it was included. On an examination of this case, it was noticed that the community did not stand included in the list of Scheduled Castes in Karnataka State and hence the case was of doubtful nature. It was, therefore, suggested to the Accountant General, Karnataka, Bangalore that the matter may be taken up with the District Magistrate, Kolar with a view to finding out the circumstances under which the certificate in question was issued to the person concerned by the Special Ist Class Magistrate, Kolar Gold Fields. A reply was received that the concerned Special Ist Class Magistrate, Kolar Gold Fields who was responsible to the issue of the certificate in 1958 had since retired from service and his present address was not known and hence the circumstances under which the certificate was issued, could not be ascertained. The office of the Accountant General, Karnataka further stated the person concerned had produced an extract of a Supreme Court Judgement stating that Vadda community is the same as Bovi community. The matter has further been taken up with the Government of Karnataka for clarification.

4. The Air India, Bombay referred a case to this office that a non-Scheduled Tribe person got a certificate of his belonging to Hindu Bhil community of Punjab from Additional Chief Metropolitan Magistrate, Bandra, Bombay and submitted it to them while getting some employment under them. Before he was absorbed in the employment, the Air India sought our clarification whether the persons concerned could be treated as Scheduled Tribe. They seemed to be aware that no such community was listed as Scheduled Tribe in Punjab. The matter was referred to the Air India for obtaining more information. They informed that the persons concerned declined the offer of employment on the plea that he had decided to go for further studies and that he had not given his home address and only his place of birth as Amritsar, Punjab.

5. A complaint was received from Eastern Railway Scheduled Castes and Scheduled Tribes Employees Council, Calcutta alleging that a person belonging to unreserved category and a resident of District 24-Parganas in West Bengal got employment as Clerk Grade II in the Railway Department against a reserved vacancy by posing himself as a Scheduled Caste. Subsequently he got promotion as Clerk Grade I against the reserved quota for Scheduled Castes. This case was referred to the Eastern Railway for facts. Their reply revealed that the persons concerned secured service in the Railway Department as a Temporary Clerk Grade II in March, 1971, as a Scheduled Caste candidate on the basis of a certificate from a M.L.A. Subsequently he was promoted as Grade I Clerk against reserved quota. On receipt of this complaint from the Council the candidate was asked by his employers to produce a documentary evidence to prove that he actually belonged to a Scheduled Caste. Having failed to produce the same, he was reverted from January 1976. Disciplinary action was also initiated against him and a report is awaited.

# APPENDIX XXIX

(Reference para 20.1)

Statement showing number of seats in the Lok Sabha and State Legislative Assemblies determined by the Delimitation Commission appointed under the Delimitation Act, 1972, and the Election Commission which will come into effect after the next general elections to Lok Sabha and State Legislative Assemblies

Name of State/ Union Territory	NUMBER OF SEATS					
	LOK SABHA			LEGISLATIVE ASSEMBLY		
	Total	Sch. Caste	Sch. Tribe	Total	Sch. Caste	Sch. Tribe
1	2	3	4	5	6	7
Andhra Pradesh	42	6	2	294	39	11
Assam	14	1	2	126	8	16
Bihar	54	8	5	324	46	28
Gujarat	26	2	4	182	12	25
Haryana	10	2	..	90	17	..
Himachal Pradesh	4	1	..	68	15	3
Jammu & Kashmir*	6	..	..	76	6	..
Karnataka	28	4	..	224	29	2
Kerala	20	2	..	140	12	2
Madhya Pradesh	40	5	8	320	42	64
Maharashtra	48	3	3	288	17	17
Manipur	2	..	1	60	1	19
Meghalaya	2	..	..	60	..	..
Nagaland	1	..	..	60	..	..
Orissa	21	3	5	147	22	34
Punjab	13	3	..	117	29	..
Rajasthan	25	4	3	200	32	24
Sikkim	1	..	..	32	1	..
Tamil Nadu	39	7	..	234	42	2
Tripura	2	..	1	60	7	17
Uttar Pradesh	85	18	..	425	89	1
West Bengal	42	8	2	294	59	17
Andaman & Nicobar Islands	1	..	..	..	..	..
Arunachal Pradesh†	2	..	..	30	..	..
Chandigarh	1	..	..	..	..	..
Dadra, Nagar Haveli	1	..	1	..	..	..
Delhi@	7	1	..	56	9	..
Goa, Daman and Diu	2	..	..	30	..	..
Lakshadweep	1	..	1	..	..	..
Mizoram	1	..	..	30	..	..
Pondicherry	1	..	..	30	5	..
TOTAL	542	78	38	3,997	539	282

\*The number of seats in Legislative Assembly was increased from 75 to 76 vide J&K Representation of the People (Amendment) Act, 1975—with effect from 17th September, 1975.

†The Assembly was provided to the Union Territory vide Government of Union Territory (Amendment) Act, 1975 (No. 29 of 1975) dated May 22, 1975.

@Metropolitan Council Constituencies.

## APPENDIX XXX

(Reference para 22.1)

Statement showing the studies carried out by the Tribal Research Institutes and other organisations during the year 1974-75

### *I. Tribal Research and Training Institute, Udaipur (Rajasthan)*

- (i) Improvement of Social Legislation for Tribals in Rajasthan.
- (ii) A Study on Tribal Indebtedness in Panchayat Samity Dungarpur.

### *II. Tribal Research and Training Centre, Kozhikode (Kerala)*

- (i) Status of Tribal women in Kerala.
- (ii) Denotified tribes communities of Wynad.
- (iii) Socio-economic changes among the Weaker Sections of the population in Kerala.
- (iv) Transfer and alienation of the tribal land in Kerala.

### *III. Tribal Welfare Research Institute, Ranchi (Bihar)*

- (i) Socio-economic studies of Kharwars of Siwan and Bhojpur districts, Dhangars of West Champaran, Tanti Community of Singhbhum and Sauria Paharias.
- (ii) A reconnoitral survey of the Birhors Hill-Kharias of Singhbhum and Asur Tribe.
- (iii) A study of Post-matric Scholarship Scheme in the Colleges of Ranchi, viz., St. Xavier College, Gosner College, Ranchi College, Nirmala College, Ranchi Women's College and Doranda College.
- (iv) A note on Tribal Women and Children.
- (v) Evaluation of Family and Child Welfare Schemes in Fatuha (Patna), Udwanagar (Bhojpur) and Ghoghra (Ranchi).
- (vi) A study of Peasants Organisations in Chotanagpur and Purnea districts.
- (vii) Identification of minor tribes on the basis of six major indicators like population, technology, literacy, linguistic and cultural affinity, demography and level of nutrition for eight minor tribes.
- (viii) Socio-Psychological study of Delinquency among tribal children.
- (ix) Survey of land and people of Tribal Bihar with special reference to Ranchi, Lohardaga belt.

### *IV. Tribal Research Bureau, Bhubaneswar (Orissa)*

- (i) Benchmark Survey of Kaptipada Integrated Tribal Development Project area, Balliguda Integrated Tribal Development Project area, Nilagiri Integrated Tribal Development Project area, and Bhiyan pirh-juang pirh area.
- (ii) Study on Tribal Demography based on Census of 1961 and 1971.
- (iii) A note of forest policy and privileges and concessions provided to Scheduled Tribes of the State.
- (iv) A note on law of inheritance and succession prevalent among the Juangs and Pauri Bhuiyans of Keonjhar district.

### *V. Tribal Research Wing, Directorate of Harijan and Tribal Welfare, Lucknow (Uttar Pradesh)*

- (i) The problem of Harijan Bhotias of district Chamoli.
- (ii) Socio-economic conditions of Tharus of district Kheri.
- (iii) The Reconnoitral Survey of Rajis, district Pithoragarh.

### *VI. Tribal Research and Development Institute, Bhopal (Madhya Pradesh)*

- (i) Survey on land alienation amongst the tribals of Surguja, Ratlam, Shahdol and Bastar districts.
- (ii) The work of codification of customary laws of tribes—Gonds, Bhils, Marias, Kanwars and Orans.
- (iii) A review of the schemes of welfare of denotified tribes.
- (iv) An evaluation study of the scheme of grant of subsidy for purchase of pumping sets in Shahpur Tribal Development Block.
- (v) The basic vocabulary in Korku, Bhilli and Gondi tribes.

### *VII. Institute for Social and Economic Change, Bangalore*

A profile of the Scheduled Castes in Karnataka.

### *VIII. Indian Institute of Advanced Studies, Simla*

In collaboration with the Indian Council of Social Science Research prepared a three volume encyclopaedic inventory on the Tribes of India. Of this, Volume I—Tribal Heritage of India, is under print.

### *IX. National Institute of Public Cooperation and Child Development, New Delhi*

School Dropout among Harijan children in India.

### *X. Indian Council of Social Science Research, New Delhi*

- (i) Pattern of Tribal and non-Tribal Interaction.
- (ii) Pattern of Inter-Tribal relations.
- (iii) Customary laws in Tribal India.
- (iv) Industrialisation and Urbanisation.
- (v) Tribal craft and Technology.
- (vi) Health Sanitation and Therapeutic Practices among the tribes.
- (vii) Tribal aesthetics, art, music, dance and folklore.
- (viii) The world view of Indian Tribes.

*XI. A.N. Sinha Institute of Social Studies, Patna*

A Study of the Harijan elite.

*XII. Anthropological Survey of India, Calcutta*

*Studies Completed*

- (i) Studies on some of the Untouchables in the Urban areas of Calcutta and Shillong.
- (ii) Area studies on Kadaras and Karwas.
- (iii) A study of myths and folklore among the tribes of Tripura.

*Studies in Progress*

- (i) A study on Tribal Languages.
- (ii) A study on tribal religious beliefs and practices and their interaction with major religions.

*XIII. Registrar General of India, New Delhi*

*Studies Completed*

Ethnographic studies on Koragas of Karnataka, Lambadis of Andhra Pradesh, Paniyans of Kerala and Chhimbe of Himachal Pradesh, Pasis and Buskas of Uttar Pradesh, Parhaiyas of Bihar and Koknas of Dadra and Nagar Haveli.

*Studies in Progress*

- (i) Editorial work on Kathodi, Dhodia and Varli of Dadra and Nagar Haveli.
- (ii) Final drafting for certain communities such as Birhor, Asur and Chero of Bihar, Nat of Delhi, Palleyan of Kerala.
- (iii) Profits on Scheduled Castes and Scheduled Tribes.

## APPENDIX XXXI

*(Reference Para 22.2)*

**A list of studies recommended to tribal research institutes by the office of the Commissioner for Scheduled Castes and Scheduled Tribes**

- (i) Allotment of land to Scheduled Castes and Scheduled Tribes on account of land reforms, its actual possession and the benefits derived by them.
- (ii) Participation of Scheduled Castes and Scheduled Tribes in various economic activities such as small scale industries, distributive agencies, dealerships, Industrial Estates, etc.
- (iii) Benefits derived by Scheduled Castes and Scheduled Tribes as a result of introduction of various Schemes such as Employment Promotion Scheme and Self Employment Scheme.
- (iv) Impact of housing and house-sites schemes on Scheduled Castes and Scheduled Tribes and allotment of houses to them by the State Housing Boards.
- (v) A study on the cost-benefit analysis of Ashram Schools established for Scheduled Castes and Scheduled Tribes.
- (vi) Study of the impact of mid-day meals and other programmes of incentives on enrolment drive of Scheduled Castes and Scheduled Tribes.

APPENDIX XXXII  
(Reference Para 3.88)

STATEMENT NO. 1

**Statement showing the number of registrations and placements effected in respect of Scheduled Caste applicants by the employment exchanges during the year 1974**

Registrations made during the year	Placements effected in respect of Scheduled Caste applicants during 1974								Total
	Central Government		Union Territory Administration		State Government		All other employment		
	Number	Percentage to total	Number	Percentage to total	Number	Percentage to total	Number	Percentage to total	
1	2	3	4	5	6	7	8	9	10
5,79,840	8,985	15.4	437	0.7	30,500	52.2	18,503	31.7	58,425

NOTE.—Excludes figures in respect of University Employment Information and Guidance Bureaux except for two in Delhi.



## STATEMENT NO. 2

Statement showing the work performed by the employment exchanges in respect of Scheduled Caste applicants during the year 1974

State/Union Territory	Scheduled Caste applicants				Number of vacancies notified as reserved for Scheduled Caste applicants during the year				Total
	Regis- trations made during the year	Place- ments effected during the year	Number on Live Register at the end of the year	Sub- missions made during the year	Central Govern- ment	Union Territory Adminis- tration	State Govern- ment	All other Estab- lishments	
1	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh . . . . .	23,766	3,108	38,935	22,511	584	..	939	787	2,310
2. Assam . . . . .	5,316	467	7,087	6,723	83	4	2	28	117
3. Bihar . . . . .	34,998	1,523	54,039	24,310	335	..	556	582	1,473
4. Gujarat . . . . .	22,561	2,083	41,225	23,604	98	..	76	320	494
5. Haryana . . . . .	31,461	3,757	33,084	33,306	108	..	2,247	619	2,974
6. Himachal Pradesh . . . . .	11,076	1,466	11,575	13,352	19	..	560	59	638
7. Jammu and Kashmir . . . . .	2,645	562	2,819	1,954	21	..	..	3	24
8. Karnataka . . . . .	14,352	2,175	36,662	22,574	320	..	1,554	999	2,873
9. Kerala . . . . .	16,585	1,402	43,568	8,497	206	..	1,686	283	2,175
10. Madhya Pradesh . . . . .	39,951	3,890	45,636	31,745	301	..	771	306	1,378
11. Maharashtra . . . . .	63,178	5,805	1,10,200	57,204	882	..	845	352	2,079
12. Manipur . . . . .	173	24	153	265	18	..	29	3	50
13. Meghalaya . . . . .	148	14	202	249	19	..	..	2	21
14. Nagaland** . . . . .	..	..	..	..	..	..	..	..	..
15. Orissa . . . . .	11,020	1,415	20,296	29,453	73	..	909	305	1,287
16. Punjab . . . . .	42,815	4,971	49,445	41,630	396	6	4,972	537	5,911
17. Rajasthan . . . . .	21,266	1,695	26,605	18,917	183	..	671	609	1,463
18. Sikkim* . . . . .	..	..	..	..	..	..	..	..	..
19. Tamil Nadu . . . . .	45,299	5,327	67,488	46,539	583	..	2,318	2,246	5,147
20. Tripura . . . . .	336	26	2,696	1,955	7	..	20	3	30
21. Uttar Pradesh . . . . .	1,41,296	15,845	1,26,734	1,00,603	616	..	1,614	466	2,696
22. West Bengal . . . . .	31,816	1,602	1,09,721	20,328	812	..	8	614	1,434
<i>Union Territories</i>									
1. Andaman and Nicobar@	..	..	..	..	..	..	..	..	..
2. Arunachal Pradesh*	..	..	..	..	..	..	..	..	..
3. Chandigarh . . . . .	4,487	449	6,859	5,360	77	109	3	85	274
4. Dadra and Nagar Haveli*	..	..	..	..	..	..	..	..	..
5. Delhi . . . . .	14,761	633	20,847	12,597	491	265	40	368	1,164
6. Goa . . . . .	87	124	130	611	9	31	..	49	89
7. Lakshadweep . . . . .	..	..	7	..	..	..	..	..	..
8. Mizoram . . . . .	..	..	..	..	..	..	..	..	..
9. Pondicherry . . . . .	447	62	1,416	6,130	15	184	..	..	199
C.E.E. . . . .	..	..	..	..	525	..	..	24	549
£ALL INDIA TOTAL	5,79,840	58,425	8,57,429	5,30,417	6,781	599	19,820	9,649	36,849

NOTE.—1.\*No Employment Exchange is functioning in these States/Union Territories.

2.\*\*The two Employment Exchanges in Nagaland have not yet started any registration work.

3. @The Exchange at Andaman and Nicobar started functioning in 1975.

4. £Excludes figures in respect of University Employment Information and Guidance Bureaux except for two in Delhi.

## STATEMENT No. 3

Statement showing the number of registrations and placements effected in respect of Scheduled Tribe applicants by the employment exchanges during the year 1974

Registrations made during the year	Placements effected in respect of Scheduled Tribe applicants during 1974								Total
	Central Government		Union Territory Administration		State Government		All other establishments		
	Number	Percentage to total	Number	Percentage to total	Number	Percentage to total	Number	Percentage to total	
1	2	3	4	5	6	7	8	9	10
1,41,887	4,668	29.8	200	1.3	5,930	37.9	4,843	31.0	15,641

NOTE.—Excludes figures in respect of University Employment Information and Guidance Bureaux except for two in Delhi.

## STATEMENT NO. 4

## Statement showing the work performed by the Employment Exchanges in respect of Scheduled Tribe applicants during the year 1974

State/Union Territory	Scheduled Tribe applicants				Number of vacancies notified as reserved for Scheduled Tribe applicants during the year				Total
	Registrations made during the year	Placements effected during the year	Number on Live Register at the end of the year	Number of sub-missions made during the year	Central Government	Union Territory Administration	State Government	All other Establishments	
1	2	3	4	5	6	7	8	9	10
<b>A. States</b>									
1. Andhra Pradesh . . . . .	3,946	687	3,858	4,257	328	..	358	482	1,168
2. Assam . . . . .	5,514	334	6,583	5,775	116	..	25	35	176
3. Bihar . . . . .	40,479	4,124	56,007	20,113	618	..	404	301	1,323
4. Gujarat . . . . .	11,848	1,407	13,807	14,150	160	..	123	218	501
5. Haryana . . . . .	6	1	3	13	40	..	..	37	77
6. Himachal Pradesh . . . . .	1,124	178	1,010	2,361	19	..	191	27	237
7. Jammu and Kashmir . . . . .	..	..	..	..	8	..	..	1	9
8. Karnataka . . . . .	506	240	547	1,477	252	..	488	374	1,114
9. Kerala . . . . .	1,540	273	3,522	1,754	179	..	376	64	619
10. Madhya Pradesh . . . . .	25,916	3,495	26,010	23,367	457	..	1,654	519	2,630
11. Maharashtra . . . . .	10,852	1,239	16,340	14,100	740	..	975	205	1,920
12. Manipur . . . . .	6,205	262	4,806	3,845	132	..	152	3	287
13. Meghalaya . . . . .	2,895	129	2,789	1,777	42	..	..	8	50
14. Nagaland** . . . . .	..	..	..	..	..	..	..	..	..
15. Orissa . . . . .	12,468	1,511	25,038	26,855	74	..	1,220	369	1,663
16. Punjab . . . . .	3	1	2	1	52	..	481	71	604
17. Rajasthan . . . . .	7,933	880	9,409	9,160	117	..	310	295	722
18. Sikkim* . . . . .	..	..	..	..	..	..	..	..	..
19. Tamil Nadu . . . . .	769	152	761	1,961	190	..	3	43	236
20. Tripura . . . . .	934	53	3,843	3,177	11	..	65	6	82
21. Uttar Pradesh . . . . .	569	116	372	1,167	220	..	22	56	298
22. West Bengal . . . . .	5,261	232	19,352	3,835	439	..	1	217	657
<b>B. Union Territories</b>									
1. Andaman and Nicobar@	..	..	..	..	..	..	..	..	..
2. Arunachal Pradesh*	..	..	..	..	..	..	..	..	..
3. Chandigarh . . . . .	5	2	3	7	45	40	..	6	91
4. Dadra and Nagar Haveli* . . . . .	..	..	..	..	..	..	..	..	..
5. Delhi . . . . .	836	127	917	2,836	320	112	39	144	615
6. Goa . . . . .	1	..	3	7	27	36	..	217	280
7. Lakshadweep . . . . .	..	..	872	701	..	..	..	..	..
8. Mizoram . . . . .	2,276	198	1,051	..	..	..	..	..	..
9. Pondicherry . . . . .	1	..	5	19	..	47	..	..	47
Central Employment Exchange . . . . .	..	..	..	..	578	..	..	44	622
<b>£ALL INDIA TOTAL . . . . .</b>	<b>1,41,887</b>	<b>15,641</b>	<b>1,96,910</b>	<b>1,42,715</b>	<b>5,164</b>	<b>235</b>	<b>6,887</b>	<b>3,742</b>	<b>16,028</b>

NOTE.—1. \*No Employment Exchange is functioning in these States/Union Territories.

2. \*\*The two Employment Exchanges in Nagaland have not yet started any registration work.

3. @The Exchange at Andaman and Nicobar started functioning only in 1975.

4. £Excludes figures in respect of University Employment Information and Guidance Bureaux except for two in Delhi.

## STATEMENT NO. 5

Statement showing the number of reserved vacancies notified to and filled by the Employment Exchanges in each State/Union Territory in respect of Scheduled Caste/Tribe applicants during the year 1974

State/Union Territory	Number of vacancies notified to Employment Exchanges in respect of all categories of applicants during the year 1974					No. of vacancies notified as reserved for Sch. Caste applicants during the year	No. of reserved vacancies filled by Sch. Caste applicants during the year	No. of reserved vacancies notified as reserved for Sch. Tribe applicants during the year	No. of reserved vacancies filled by Sch. Tribe applicants during the year
	Central Govt.	Union Territory Admn.	State Govt.	Others	Total				
1	2	3	4	5	6	7	8	9	10
<b>A. States</b>									
1. Andhra Pradesh	4,924	..	15,075	16,846	36,845	2,310	1,492	1,168	342
2. Assam	2,289	..	2,634	4,526	9,449	117	55	176	62
3. Bihar	13,593	..	7,650	17,089	38,332	1,473	210	1,323	359
4. Gujarat	2,366	..	10,443	15,092	27,901	494	323	501	204
5. Haryana	1,212	..	26,337	14,014	41,563	2,974	1,651	77	6
6. Himachal Pradesh	7,542	..	5,972	1,547	15,061	638	317	237	90
7. Jammu & Kashmir	3,003	..	66	127	3,196	24	2	9	..
8. Karnataka	3,021	..	8,003	12,661	23,685	2,873	1,817	1,114	230
9. Kerala	2,014	..	23,074	4,377	29,465	2,175	1,205	619	240
10. Madhya Pradesh	6,978	..	23,554	25,203	55,735	1,378	616	2,630	762
11. Maharashtra	12,594	..	16,965	42,479	72,038	2,079	988	1,920	579
12. Manipur	299	..	1,222	129	1,650	50	25	287	253
13. Meghalaya	522	..	254	122	898	21	4	50	13
14. Nagaland**	NA	NA	NA	NA	NA	NA	NA	NA	NA
15. Orissa	1,466	..	20,997	10,065	32,528	1,287	675	1,663	663
16. Punjab	1,936	..	44,374	7,060	53,370	5,911	3,050	604	319
17. Rajasthan	2,402	..	14,583	13,756	30,741	1,463	763	722	330
18. Sikkim*	NA	NA	NA	NA	NA	NA	NA	NA	NA
19. Tamilnadu	3,717	..	19,717	22,398	45,832	5,147	3,356	236	59
20. Tripura	215	..	837	151	1,203	30	6	82	8
21. Uttar Pradesh	7,778	..	34,820	37,063	79,661	2,696	1,496	298	65
22. West Bengal	7,795	..	4,198	22,979	34,972	1,434	583	657	175
<b>B. Union Territories</b>									
1. Andaman & Nicobar @	NA	NA	NA	NA	NA	NA	NA	NA	NA
2. Arunachal Pradesh*	..	..	..	..	..	..	..	..	..
3. Chandigarh	826	1,470	45	1,286	3,627	274	146	91	2
4. Dadra & Nagar Haveli*	..	..	..	..	..	..	..	..	..
5. Delhi	10,653	5,744	254	7,752	24,403	1,164	392	615	125
6. Goa	276	1,812	..	1,281	3,369	89	92	280	..
7. Lakshadweep	12	127	..	1	140	..	..	..	..
8. Mizoram	21	267	..	..	288	..	..	..	..
9. Pondicherry	164	936	..	159	1,259	199	72	47	..
Central Empl. Exchange	4,739	2	..	585	5,326	549	109	622	52
£ALL INDIA TOTAL	1,02,357	10,358	2,81,074	2,78,748	6,72,537	36,849	19,445	16,028	4,938

NOTE.—1. \*No Employment Exchange is functioning in these States/Union Territories.

2. \*\*The Two Employment Exchanges in Nagaland have not yet started any registration work.

3. @The Employment Exchange in Andaman & Nicobar Islands started functioning only in 1975.

4. £Excludes information in respect of University Employment Information & Guidance Bureaux except for two in Delhi.

## STATEMENT NO. 6

Number of job-seekers belonging to Scheduled Castes and Scheduled Tribes who were on the Live Register of Employment Exchanges as on 31-12-74 classified by educational levels

Sl. No.	Educational level	No. on Live Register as on 31-12-74	
		Scheduled Castes	Scheduled Tribes
1	2	3	4
1.	Below Matric (including illiterates).	5,47,484	1,45,168
2.	Matriculates	1,97,625	32,688
3.	Person who passed Higher Secondary (including Intermediates/undergraduates)	74,319	13,787
4.	Graduates (including post-graduates) Total	38,001	5,267
	(i) Arts	24,465	3,421
	(ii) Science	5,129	560
	(iii) Commerce	5,466	734
	(iv) Engineering	250	28
	(v) Medicine	201	13
	(vi) Veterinary	..	..
	(vii) Agriculture	371	68
	(viii) Law	118	12
	(ix) Education	1,360	411
	(x) Others	641	20
	TOTAL	8,57,429	1,96,910

NOTE.—I. The information is collected at half-yearly intervals ending June and December each year.

II. Excludes figures for University Employment Information and Guidance Bureaux except for two in Delhi (Delhi & Jamia Milia Universities).

III. All the job-seekers on the live register are not necessarily unemployed.

## STATEMENT NO. 7

**Number of Scheduled Caste & Scheduled Tribe Job-Seekers on Live Register at the end of December, 1974, classified by broad occupational groups**

Sl. No.	Occupational Group	Scheduled Castes	Scheduled Tribes
1.	Professional, technical and related workers . . . . .	24,249	3,292
2.	Administrative, executive and managerial workers . . . . .	909	107
3.	Clerical and related workers . . . . .	28,957	5,477
4.	Sales workers . . . . .	133	35
5.	Service workers . . . . .	1,04,240	3,215
6.	Farmers, Fishermen, hunters, loggers and related workers . . . . .	2,672	529
7.	Production and related workers, transport equipment operators, and labourers	88,823	29,319
8.	Work-seekers not classified by occupations :		
	(a) Below Matric including illiterates & others . . . . .	3,43,177	1,14,736
	(b) Matric and above but below Graduates . . . . .	2,28,658	35,684
	(c) Graduates and above . . . . .	35,611	4,516
	<b>TOTAL . . . . .</b>	<b>8,57,429</b>	<b>1,96,910</b>

NOTE.—Excludes information in respect of University Employment Information and Guidance Bureaux except for two in Delhi.

## STATEMENT No. 8

Number of placements effected by the Employment Exchanges classified by broad occupational groups during the year  
January to December, 1974

Sl. No.	Occupational Group	Scheduled Castes	Scheduled Tribes
1.	Professional Technical and related workers . . . . .	6,696	1,099
2.	Administrative, executive and managerial workers . . . . .	152	232
3.	Clerical and related workers . . . . .	8,107	1,748
4.	Sales workers . . . . .	69	29
5.	Farmers, Fishermen, Hunters, Loggers & related workers . . . . .	14,268	1,084
6.	Service workers . . . . .	830	334
7.	Production and related workers, Transport equipment operators, and labourers .	28,303	11,115
	<b>TOTAL . . . . .</b>	<b>58,425</b>	<b>15,641</b>

NOTE.—Excludes figures in respect of University Employment Information and Guidance Bureaux except for two in Delhi.



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